



# COMPREHENSIVE PLAN 2016

CITY OF PROCTOR, MINNESOTA

ADOPTED MAY 2016



Prepared for:



Prepared by:



With Assistance from:



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# COMPREHENSIVE PLAN 2016

CITY OF PROCTOR, MINNESOTA



Prepared for the **City of Proctor**

Prepared by the **Arrowhead Regional Development Commission**

With Assistance from the **Duluth-Superior Metropolitan Interstate Council**



## Acknowledgements

The comprehensive planning process was made possible through time and energy dedicated by members of and participants in the Proctor Comprehensive Planning Steering Committee.

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*The statements, findings, conclusions, and recommendations are those of the author(s) and do not necessarily reflect the views of the NOAA's Office for Coastal Management, U.S. Department of Commerce or the Minnesota Department of Natural Resources.*



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# Introduction

## Overview and Background



Image Detail, Archives and Special Collections, Kathryn A. Martin Library,  
University of Minnesota Duluth

Coaling Station at DM&N Railway in Proctor, Minnesota, 1896



## Overview

A comprehensive plan is a tool that cities can use to decide how best to use resources and allocate services in the future to achieve a desired community vision. Comprehensive plans also serve as powerful legal documents that provide the justification and foundation for decisions regarding planning, zoning, subdivision, and general development for the next several years to achieve the City's long-term vision.

At the request of the City of Proctor, the Arrowhead Regional Development Commission launched efforts to update the Comprehensive Plan in 2015-2016.

The City of Proctor Comprehensive Plan focuses on what aspects of the City's goals and policies can be improved to ensure an optimistic future for the City. The topics addressed in this plan include:

- Economic Development
- Housing
- Intergovernmental Cooperation
- Land Use
- Recreational, Open Space, and Cultural Arts
- Tourism and Natural Resources
- Transportation
- Utilities and Community Infrastructure
- Implementation



Credit: Tracy Habermann

'Gateway' Sign at Boundary Avenue-Highway 2 Intersection, 2014

## Legal Foundation of Comprehensive Planning

The State of Minnesota gives its cities the legal authority to regulate land use. The State does not require the creation of comprehensive plans for cities outside of the seven-county metropolitan area. However, it is recognized that a comprehensive plan is a valuable tool that a city can use to express its vision and develop strategies to fulfill that vision. The Municipal Planning Act (Minnesota Statutes Sections 462.351 to 462.364) creates a single, uniform procedure that applies to all cities. The comprehensive plan provides the legal foundation to enact land use controls and other municipal actions to implement long-term growth and development strategies and regulations. The city's land use (zoning) ordinances and official zoning map should be updated to conform to the Comprehensive Plan pursuant to adoption.



Credit: City of Proctor

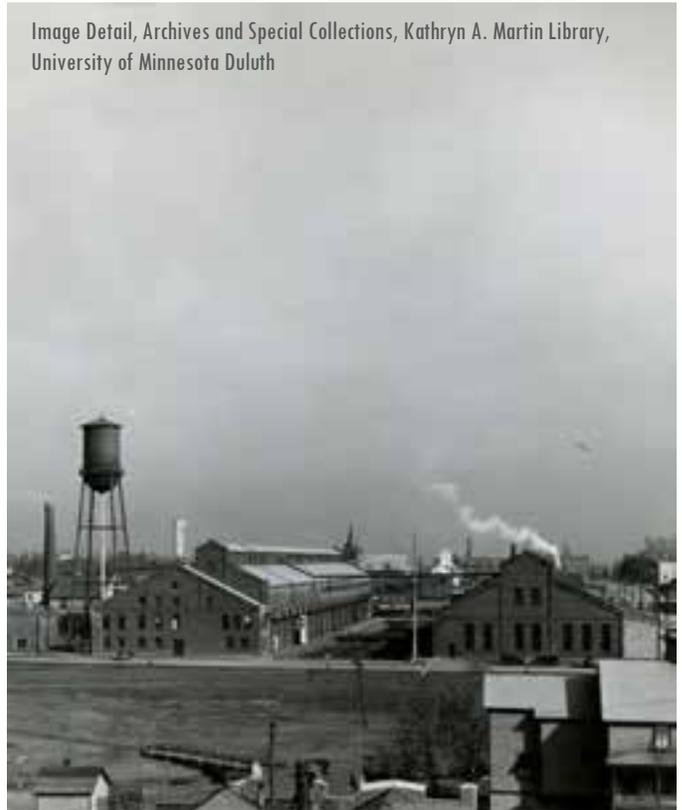
## Background

In 1974, as a requirement set forth by the Western Lake Superior Sanitary District (WLSSD), the City of Proctor completed its first comprehensive plan. In 1997, with community leadership noting the need to set forth a vision for future development, the City of Proctor completed a comprehensive plan update with assistance from the Duluth-Superior Metropolitan Interstate Council (MIC), a division within the Arrowhead Regional Development Commission (ARDC). As part of a regular review process undertaken approximately every five years, MIC staff has since assisted with subsequent plan updates in 2002 and 2009.

Taking advantage of a visit by the American Institute of Architects's Minnesota Design Team (MDT) in April 2015, the City wished to build on community feedback and visioning exercises completed during the MDT visit to update its comprehensive plan. In turn, ARDC Regional Planning and MIC staff launched planning efforts in July 2015 with a Planning Committee made up of Proctor officials, stakeholders, and citizens.

The goal of the project was to create a Comprehensive Plan for the community with active public and partnership input, resulting in an improved planning document that is both user friendly and also addresses the needs and desires of the local government and community for the future.

Image Detail, Archives and Special Collections, Kathryn A. Martin Library,  
University of Minnesota Duluth



Proctor Backyards, 1920

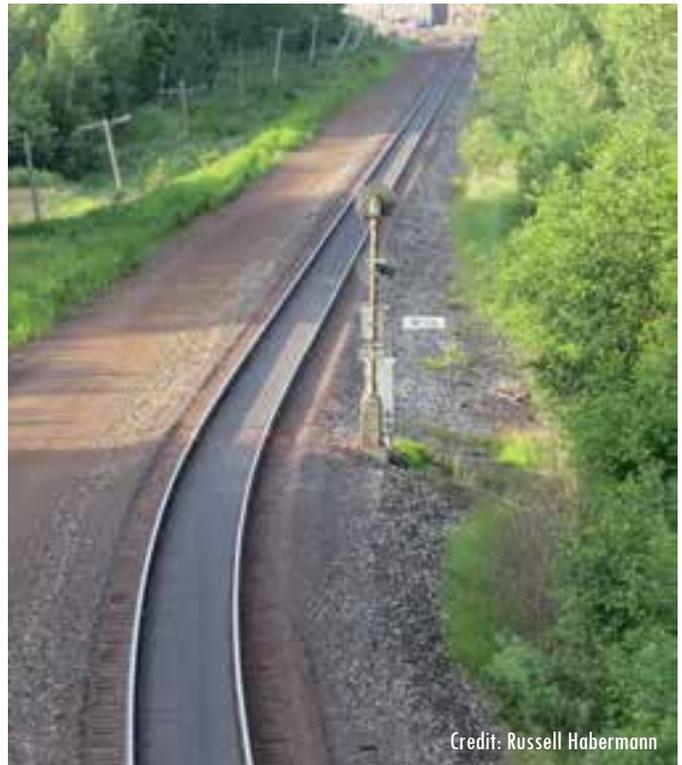
## Process

ARDC's Regional Planning Division, with assistance by the MIC, provided facilitation and planning assistance to the City of Proctor Planning Committee to update the Comprehensive Plan in two phases, which are outlined below and on the following page. (Meeting Summaries can be found in Appendix F.)

### Phase 1: Visioning

The City of Proctor hosted the American Institute of Architects Minnesota Design Team (MDT) from April 30 to May 2, 2015. Made up of about 20 professionals in the fields of architecture, city planning, landscape architecture, preservation and related fields, the MDT assessed opportunities within and challenges facing the City during their three-day stay and worked in conjunction with the City of Proctor to widely distribute a public survey and conduct public meetings. Representatives from ARDC attended and participated in these activities.

Following the MDT visit, ARDC also met with the Planning Committee to review the comprehensive planning process, and learn about concerns, opportunities, and other information focused on in the Minnesota Design Team process.



Credit: Russell Habermann

Proctor Rail Line from Kirkus Street Bridge, 2013

## **Phase 2: Plan Development**

### *A. Background Development and Process*

ARDC reviewed all other previous planning processes involving or relating to the City, as well as City policies and procedures. The resulting information was summarized and packaged into a summary document along with community demographic statistics that was presented to the Planning Committee at its first meeting.

### *B. Issue Identification*

ARDC developed community ideas generated during the Visioning Session process into a categorized list. The list was reviewed by the Planning Committee and discussed to include additional details to those items. Plan categories included: Economic Development; Housing; Intergovernmental Cooperation; Land Use; Recreational, Open Space, and Cultural Arts; Tourism and Natural Resources; Transportation; and Utilities and Community Infrastructure.

### *C. Inventory, Map Making, and Recommendation Development*

ARDC studied the list of ideas to preliminarily determine potential courses of action to address the issues. Recommendations were made in the form of goals, objectives and policies for actions that would create desired new assets. Recommendations were also formed for other jurisdictions, such as the Minnesota Department of Transportation or St. Louis County.

ARDC reviewed the suggested recommendations with the Planning Committee and made changes based on the feedback of the meeting attendees. ARDC then sent a final draft of the recommendations to the Planning Committee and City Council for a final review.

### *D. Plan Publication and Implementation Checklist Development*

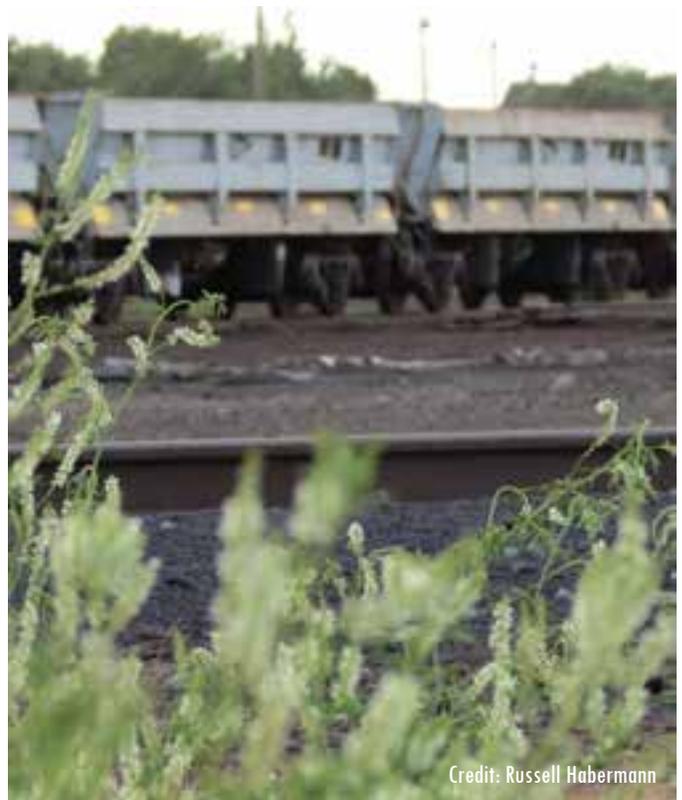
After the Planning Committee reviewed and commented on the recommendations, ARDC assembled the information generated from the process and summarized it into this Comprehensive Plan document. The entire document was then made available for public review and input. Comments on the recommendations were documented by ARDC and brought to the Planning Committee for members to review and make any desired changes. After final City Council review and adoption, the final document was printed, and ten hard copies and an electronic version of the plan were provided to the City.

Following the planning process, ARDC will be available to assist the City with plan implementation through a subsequent agreement.

## General Information

Perching atop the St. Louis River Valley in southern St. Louis County, the City of Proctor anchors its three square miles on the rocky peak of Thompson Hill on the western tip of Lake Superior. The City's geographic center was originally bought and developed by the Duluth, Missabe and Northern Railroad to serve as the railway's car-sorting and maintenance yards due to a lack of flat land near the shipping docks in neighboring Duluth.

As of 2014, the City is composed of 3,081 citizens and continues to serve as a rail transportation hub. In addition to hosting easy access to amenities outside of the City through direct connections to U.S. Highway 2 (serving as Proctor's Main Street) and Interstate Highway 35, the community hosts many amenities within the City, including the Proctor Regional Recreation Center, the South St. Louis County Fairgrounds, and Proctor Public Schools (ISD 704), which serves the City of Proctor, the Bayview Heights neighborhood of Duluth, Midway Township, Solway Township, Grand Lake Township, and a portion of Canosia Township.



Credit: Russell Habermann

Proctor Railyards, 2013

## City History

Originally developed as a car-sorting and maintenance yard for the Duluth, Missabe and Northern Railroad in 1892, the village of Proctorknott was founded in 1894 by Kentucky aristocrat Beriah Magoffin III. A family friend of Kentucky Governor J. Proctor Knott, who ushered the City of Duluth into early fame with his satirical speech *The Untold Delights of Duluth*, Magoffin borrowed the name first bestowed upon the sorting yards to honor his friend and Duluth's surprising champion. Without contention, the United States Postal Service shortened the village's name to "Proctor" in 1904, which was made official in 1939.

Soon benefiting from a boom in the iron ore industry, Proctor's population nearly tripled from 784 in 1900 to 2,243 in 1910. This growth inspired the creation of infrastructure and local government in 1911, as well as a school at about the same time.

High demand for iron ore from northern Minnesota further enhanced the community during World War II. During this time, Proctor became the location of the largest ore sorting railroad yard in the world, enabling the Railroad to supply jobs to a majority of Proctor residents and to build a golf course, a community club house, and ball fields at the existing Proctor Regional Recreation Area.

In 1974, Proctor officially received city designation.

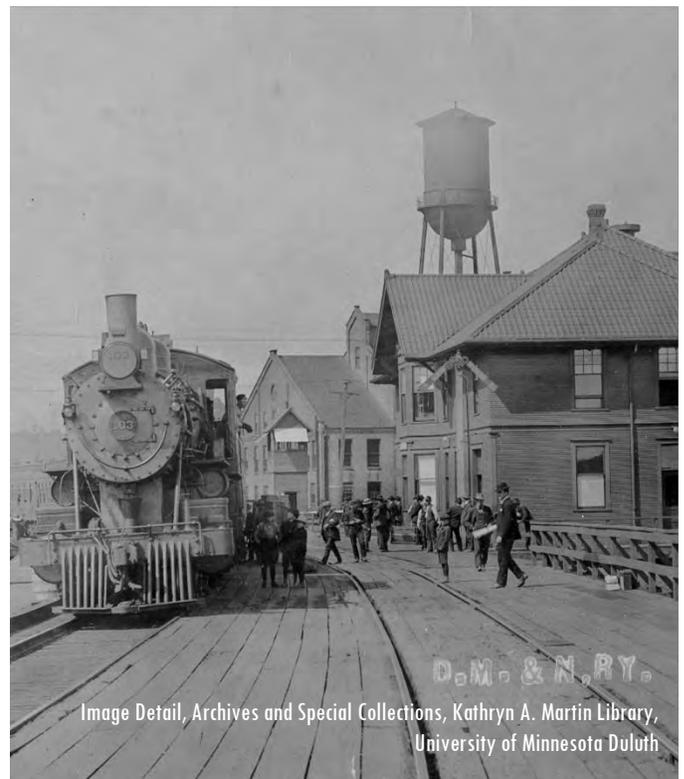


Image Detail, Archives and Special Collections, Kathryn A. Martin Library,  
University of Minnesota Duluth

Proctor Depot, Circa 1900

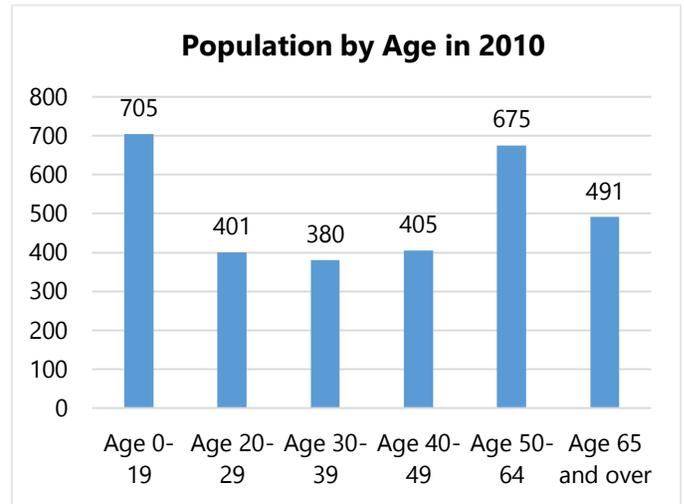
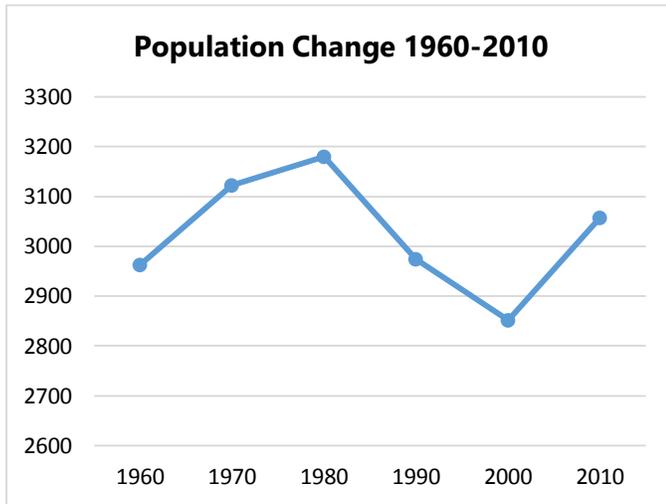
## Demographics

### Population Demographics

At the time of the 2010 census, Proctor had 3,057 people and had grown 7.2% since 2000 (U.S. Census). The population of Proctor is projected to grow by 705 people and gain 260 households by 2030 (Stantec, *Cloquet Housing Study*).

The median age is 41.4 years old. Proctor’s largest age group populations are from ages 0 – 19 (23.1%), 50 – 64 (22.1%), and 65 and over (16.1%).

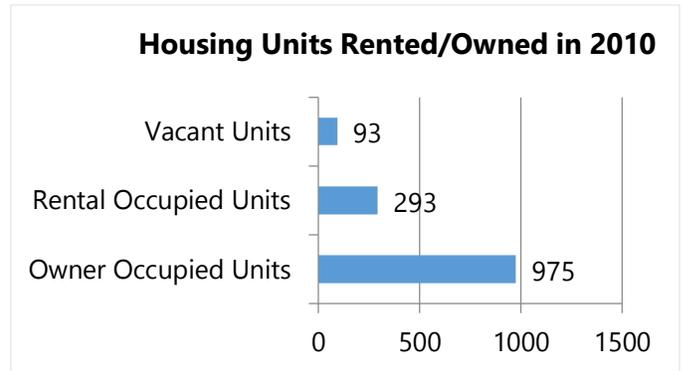
96.8% of the population is white. The population of males and females is almost the same, 49.3% and 50.7% respectively.



Future Population Projections					
	2010	2015	2020	2025	2030
<b>Proctor</b>	3,057	3,212	3,402	3,582	3,762
<b>Hermantown</b>	9,414	10,642	12,016	13,480	14,944
<b>Duluth</b>	86,265	87,552	88,927	90,047	91,168
<b>Midway Township</b>	1,399	1,389	1,337	1,281	1,225
<b>St. Louis County</b>	200,226	201,110	202,370	203,864	205,357
<b>Minnesota</b>	5,303,925	5,525,224	5,772,258	5,977,282	6,182,306
Source: Stantec, <i>Cloquet Housing Study</i>					

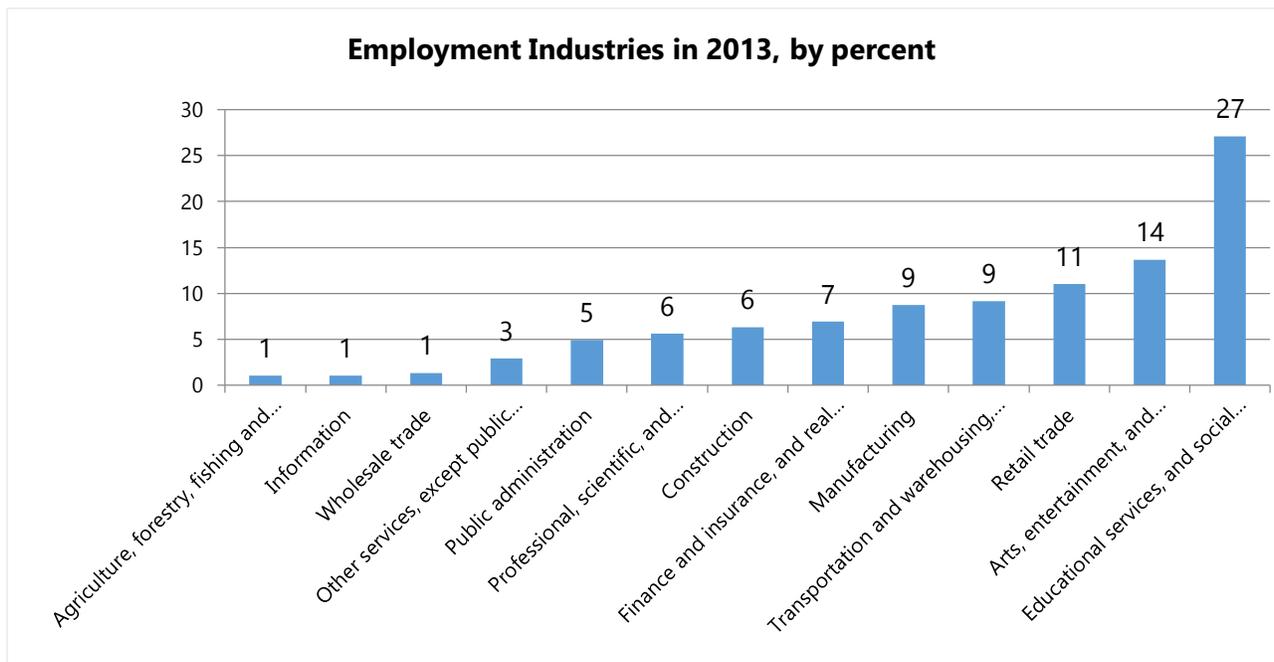
### Housing Demographics

Proctor has approximately 1,361 housing units, which are 71.6% owned, 21.5% rentals, and 6.8% vacant. A majority of the vacant housing units are for sale only (37.6%), for rent (23.7%), or vacant for other means (21.5%). The average household size of owner-occupied units is 2.54 and the average household size of rental-occupied units is 1.67. 60.1% of renter occupied housing has just one person occupying the unit.



### Employment Demographics

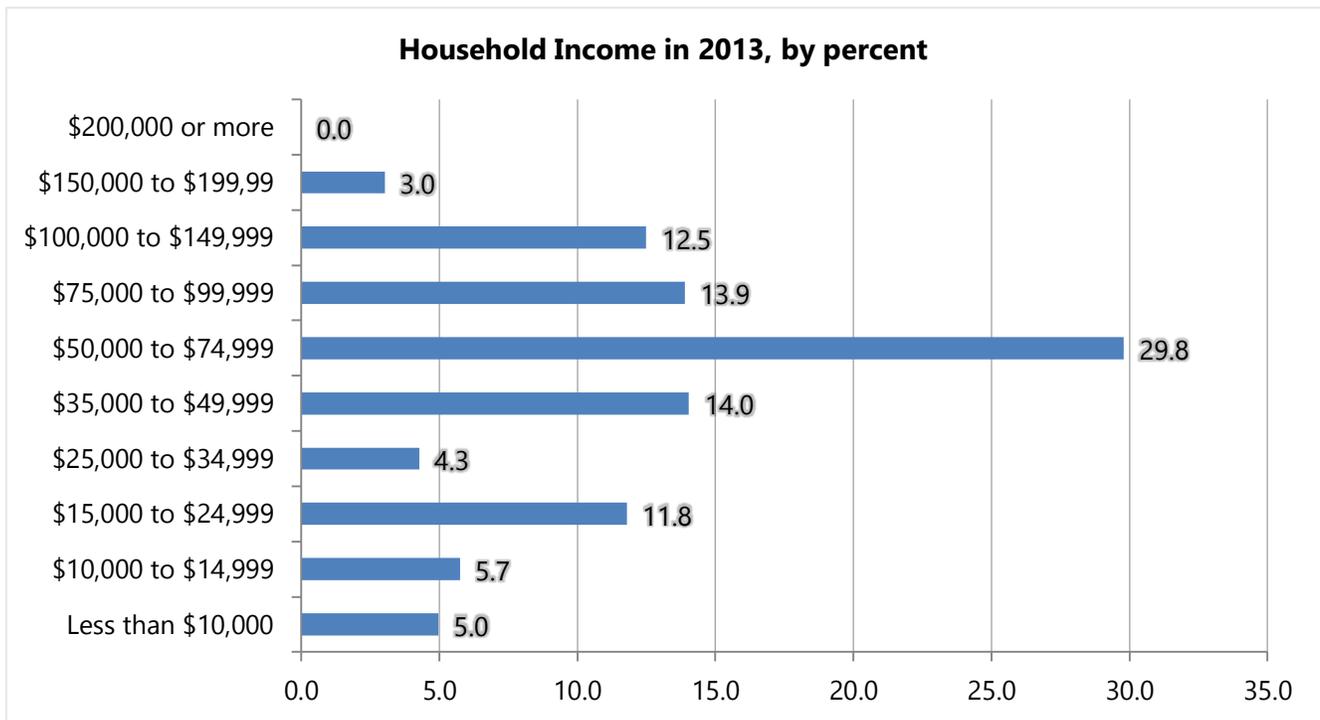
- Population in labor force is 1,717 (67.1%) and those not in labor force total 841 (32.9%).
- Total number of employed people is 1,472 (57.5%), and total number unemployed is 242 (9.5%).
- The highest employed industries are Educational Services and Social Assistance (27.1%); Arts, Entertainment, Recreation, and Accommodation (13.7%); and Retail Trade (11%).



### Income Demographics

The median household income in Proctor is \$55,318. The median family income is \$64,853.

9.6% of people in Proctor are determined to be in poverty.



## Minnesota Design Team

In April of 2015, the City of Proctor was visited by the American Institute of Architects's Minnesota Design Team, a multidisciplinary team of architecture and planning professionals who donate their time and expertise to help communities plan ways to improve their built environment. During their visit, the team presented several recommendations to the community based on input gathered from Proctor's residents, interviews with the City's officials, and site observations made throughout the City. Among those recommendations were suggested improvements to the City's downtown, improved connections of trails and park amenities, and strategies for addressing the rising costs of maintaining existing and future infrastructure.

The timing of the Design Team's visit was beneficial to the development of this comprehensive plan, since it brought community members together in a process to envision the future of their community. As such, the results of the Design Team's visit were considered the starting vision from which to base the update of the City's comprehensive plan.



Credit: City of Proctor

Minnesota Design Team Visit, May 2015

## Community Survey

To engage the Proctor community during the comprehensive planning process, the City of Proctor requested that ARDC administer a community survey. Developed by the Planning Committee and ARDC and made available both online and in paper format, the survey was answered by 54 respondents. Of the 54 respondents, 48 individuals completed the survey in its entirety. A brief summary of identified community assets and opportunities for improvement are listed below.

### Community Assets

- Strong Sense of Community
- Opportunities to Participate in Community Matters
- Quality Educational Opportunities
- Access to Child Care
- Access to Health Care
- Variety of Housing Options
- Opportunities to Participate in Social Events
- Ease of Car Travel and Efficient Snow Removal
- Quality Air and Water
- Quality Business and Service Establishments
- Quality Public Safety Services

### Opportunities for Improvement

- Poor Physical Appearance of City
- Poor Community Reputation
- Lack of Access to Quality Food
- Lack of a Grocery Store/Other Grocery Vendors within City
- Lack of Access to Preventative Health Services
- Poor Quality of Rental Housing and Management
- Lack of Opportunities to Attend Cultural Events
- Poor Quality of Recreational Facilities
- Poor Street/Sidewalk Conditions and Maintenance
- Environmental Concern for the Street Department Storage near Kingsbury Creek
- Poor Business/Industry Recruitment
- Lacking Business/Industry Expansion
- Lack of Employment and Shopping Opportunities
- Lacking Community Services for Youth and Seniors

For a thorough summary of survey responses, and a full break-down of survey questions and responses, refer to *City of Proctor Community Engagement Survey Results – Summary* and *City of Proctor Community Engagement Survey Results* in Appendix D and Appendix E, respectively.

## Health in Comprehensive Planning

Health has become an increasingly important topic for local communities to consider in their planning efforts. Recent increases in chronic diseases have led to a trend in healthier diets and active living. ARDC and the Carlton-Cook-Lake-St. Louis Community Health Board (CHB) have joined forces on a pilot project to incorporate health specific goals into comprehensive plans. The City of Proctor was identified as a pilot community to discuss health and the impact of social determinants such as food access and active living.

Hundreds of studies have emerged linking the relationship between the built environment and our cumulative public health. CHB uses the 'public determinants' of health to guide their focus. As demonstrated below (left), social and economic factors are considered to have the largest input on our overall wellness. Examples of these and other 'built' or physical environment factors are demonstrated in the picture below (right). Active transportation (walking, biking, & transit) and healthy food access are two of the largest impact areas urban planners are incorporating into their work to help curtail escalating public health costs associated with preventable diseases, including heart disease, obesity, diabetes, and others.

The primary goal of the pilot project is to identify assets, issues, and opportunities within communities that affect the overall health of its residents. Things such as healthy food markets, farmer's markets, community gardens, and other food access points were identified as priority areas for communities to plan that help residents identify healthier food options. Improving the walkability and bicycle friendliness of a community is also a priority. Creating a more accessible and safe network of sidewalks, bike lanes, and walking and biking paths allow residents of all mobility levels an opportunity to consider living a more active life style.



Images Credit: *Determinants of Health*, Minnesota Department of Health *Community Health and Wellness*, Minnesota Department of Health



# Recommendations

Vision, Goals, Objectives, and Action Steps



Credit: Russell Habermann

Proctor Community Center and 2<sup>nd</sup> Street Railroad Crossing, 2013

## Vision and Goals

### **Vision Statement**

*Proctor is a safe, thriving community focused on creating a family friendly environment by providing a wide array of recreational, cultural, and economic opportunities. The City is an evolving, self-sufficient community offering a 'small town feel' while striving to build environmental, social, and economic resilience based on measures of health and equity of its citizens.*



Credit: Russell Habermann

TRAINquility Park, 2013

## Goal Statements

**Economic Development:** Proctor will promote and seek partnership opportunities with new and existing businesses by promoting manageable growth and retaining an aesthetically pleasing environment while reducing conflict between residential and commercial uses and promoting a vibrant economic environment that supports the health of residents and visitors to the City.

**Housing:** Proctor will strive to provide housing neighborhoods that offer a selection of affordable, sustainable, and aesthetically-pleasing housing options, including varying sizes of lots and rental and ownership options for residents of all ages, creating equitable housing options with access to facilities that can contribute to a healthy lifestyle.

**Intergovernmental Cooperation:** Proctor will work cooperatively with neighboring communities, St. Louis County, the State of Minnesota, and other public and private entities to provide cost effective, high quality public services to residents throughout the community on issues of economic, equitable, social, health, environmental, and cultural significance.

**Land Use:** Proctor land use policies will promote sustainable land use by assessing future needs and promoting the most effective use of each property, while balancing cost efficient public services. Proctor's land use policies will be clear, concise, and easy to administer, contributing to the creation and sustenance of an equitable and healthful environment.

**Recreational, Open Space, and Cultural Arts:** Proctor will enhance the recreational and cultural facilities/opportunities available by utilizing public input, planning proactively, and implementing projects and programs to provide an array of opportunities to residents of all ability levels by providing equitable access to facilities that promote health and well-being of every member in the Proctor community.

**Tourism and Natural Resources:** Proctor will preserve and invest in its historical and natural resources in order to provide a unique sense of place to its citizens and travelers visiting the area, considering resources that contribute to a sustainable future and support the health of Proctor's environment and people.

**Transportation:** Proctor will provide a safe, efficient transportation system that is built for multiple modes of transportation (automobile, bicycle, pedestrian, public transit, etc.) and connects local and regional destinations, creating a system that enables safe and healthy travel options and promotes equity for all socioeconomic backgrounds of Proctor citizens.

**Utilities and Community Infrastructure:** Proctor will continue commitment towards efficient infrastructure and maintenance for City structures, parks, trails, water and sanitary systems, roads, and other public facilities through a systematic short-range planning process to ensure the health of and equitable transfer of resources to Proctor citizens.

**Implementation:** Proctor will actively work as an entity and with stakeholders to complete the strategies and projects identified in the comprehensive plan and will review and update implementation priorities and status annually.



## Economic Development

Economic development is an area of special concern within the Proctor community. Once enveloped in the supportive embrace of its railyard, in time the City has slowly seen its cornerstone industry become more reserved, a phenomenon that first became evident with the rise of taconite and diesel engines in the 1960s.

As of the start of 2016, the City of Proctor hosts over 50 businesses. Following a strong tradition of business retention, these numbers are consistent with statistics presented in previous years and include businesses that have been cornerstones in the Proctor community for decades.

Generally, Proctor's economic activity takes place in the geographic center of the City – its business district – as well as along the Interstate 35 corridor, where particular opportunity exists for expansion and development.

The main economic development structure leading economic enhancement efforts in the City is the Proctor Economic Development Authority (PEDA), which works with new businesses transitioning into the Proctor community or existing businesses seeking to expand within the City. In addition, PEDA and the City of Proctor explore real estate opportunities for business and housing expansion, with acquisitions and the like.

As the local economy continues to evolve, business owners and citizens alike have demonstrated a desire to see an ever-expanding, diverse business atmosphere that offers employment and shopping opportunities to the Proctor community. As it pertains to a City-wide vision, this includes support for ever-expanding internet technologies, a well-maintained sense of place, and government support of new and long-lived local businesses.



Credit: Russell Habermann

Sidewalk Activity along Proctor's Main Street, 2013

## Economic Development: Goals, Objectives, and Action Steps

**Goals:** Proctor will promote and seek partnership opportunities with new and existing businesses by promoting manageable growth and retaining an aesthetically pleasing environment while reducing conflict between residential and commercial uses and promoting a vibrant economic environment that supports the health of residents of and visitors to the City.

**Objective ED 1:** Encourage mixed-use zoning in designated areas to boost infill development and maintenance.

ED 1.1: Identify areas within the City where commercial/residential mixed-use development could be effective and provide benefit.

ED 1.2: Review zoning requirements of properties which require infill development to address unintentional restrictions regarding mixed-use or other requirements that may inhibit investment.

**Objective ED 2:** Expand public access to broadband wireless internet in public facilities, improve local technical capacity, and ensure residents are provided continued access to high-speed internet.

ED 2.1: Assess existing broadband systems and provide improvements which would enhance overall systems both City-wide and at other public facilities.

ED 2.2: Make technological improvements and investments throughout the City, and specifically in areas with a high density of economic activity or expressed interest (i.e. Highway 2 business district, Interstate Highway 35 corridor, school locations, etc.), on a reasonably timely basis while balancing financial restraints.

ED 2.3: Identify public areas where increased accessibility could benefit public (library, city hall, etc.) and look for opportunities to make improvements through leveraging grant dollars or local public investment/fundraising.

**Objective ED 3:** Improve awareness/communication of local community events, activities, and amenities on a local, regional, and statewide scale.

ED 3.1: Create formalized process for providing information about recreational opportunities and community events to the public via multiple modes of communication (online, newspapers, tourism organizations, etc.).

ED 3.2: Continue to maintain and expand City social media presence to enhance both communications with the public as well as online presence for potential travelers.

ED 3.3: Continue to update information on the City website, monitor upgrade possibilities, and explore other information that can enhance site's effectiveness.

**Objective ED 4:** Evaluate and/or implement a downtown revitalization plan which can include: urban design elements, storefront changes, public art, wayfinding signage, zoning revisions, ongoing programming, partnerships funding, and other related components.

ED 4.1: Work with downtown business district representatives to secure funds to enlist the assistance of an engineering and/or landscape architect firm in developing urban design components to incorporate throughout Proctor's business district, creating a unique sense of place that exhibits the downtown area as a 'destination'.

ED 4.2: Develop a program/funding mechanism to assist the Downtown Business District with rehabilitation efforts.

- 4.2.1: TIF, Tax Abatement, Small Cities Development Comprehensive Grants, Community Development Group, and Business Improvement District among the possibilities that should be explored.
- 4.2.2: Promote the City's existing storefront revolving loan fund.

ED 4.3: Develop a management structure to manage and promote revitalization and programming in the Business District. Public, private, public-private partnerships should be considered.

ED 4.4: Collaborate with the Proctor Area Chamber of Commerce and local businesses to foster and strengthen partnerships and identify actions which could benefit the downtown area as a whole. (i.e. sidewalk sales or other specific collaborative 'events' to draw people to the area).

ED 4.5: Address and revise Land Use Zoning ordinance to allow for mixed-use, increased density zoning and explore incorporating codes that support economic health (i.e. form-based code principles) into the downtown business district.

**Objective ED 5:** Explore options and pursue opportunities to enhance accessibility to economic opportunities for all modes of transportation within centers of economic activity.

ED 5.1: Enhance or expand parking facilities (i.e. vehicle stalls, bicycle racks, etc.) and wayfinding signage to that have demonstrated need to ensure ease of participation in economic activities. (A map has been included highlighting available parking in the downtown corridor)

ED 5.2: Enhance convenience, safety, and comfort of people using non-motorized modes of transportation (i.e. pedestrians and bicyclists) in economic centers within the City, maintaining and implementing infrastructure to support access to businesses and contribute to a sense of place.

**Objective ED 6:** Support existing businesses and encourage them to participate in local business organizations, seize opportunities for growth, and foster local talent.

**Objective ED 7:** Identify potential businesses and develop recruitment strategies to build a vibrant, diversified business community, and work with the Proctor Economic Development Authority and the Proctor Area Chamber of Commerce to match potential businesses with vacant commercial storefronts.

**Objective ED 8:** Continue to market commercial and/or light industrial development opportunities along the Interstate Highway 35 corridor to spur additional economic development in the community.

ED 8.1: Consider connectivity and traffic concerns related to access and safety specific to I-35 commercial corridor development design. (i.e. including sidewalks, limited accesses, frontage roads, among others.)

ED 8.2: Research and evaluate annexing additional property along corridor for future economic development opportunities.

### Proctor Downtown Parking Areas



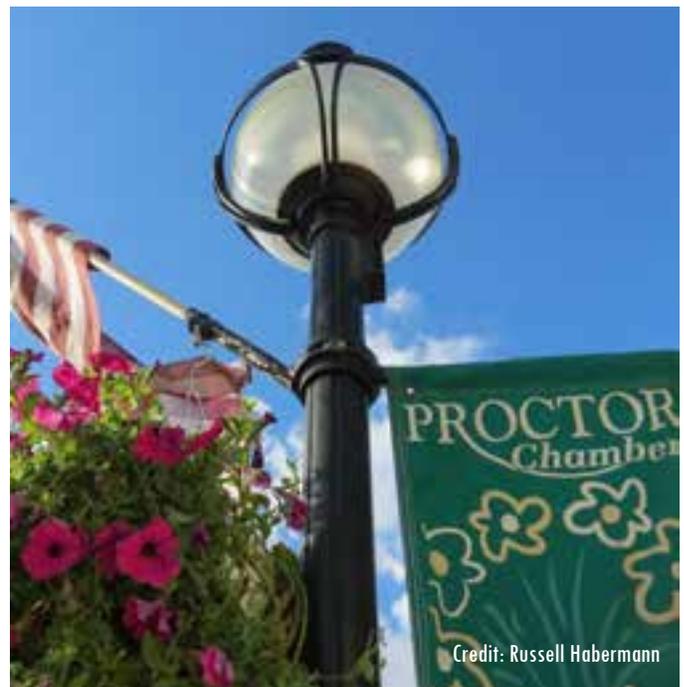
## Housing

The City of Proctor plays a role in local housing development in a number of ways. The most basic way the City is involved in residential development is through zoning and subdivision regulations. The City also provides road, sewer, water, and electrical utilities among other services.

Housing is an important part of the City's community development and economic development efforts. Challenges include protecting existing neighborhoods, stimulating new housing construction, increasing the customer base for local utilities, balancing natural resource protection with desired development, and providing quality and affordable housing across the range of residential needs. Providing quality, affordable housing for the workforce and an aging population will become especially important over the next decade.

A majority of Proctor's housing stock is more than 30 years old, with over 36% of homes constructed before World War II. As homes age, the normal wear and tear can create a range of problems, from extensive overhauls to routine maintenance. These repairs are needed but can be costly, especially when it comes to the houses that are more than 50 years old. The issues created by a predominately older housing stock should not go unchecked.

The Center for Disease Control defines *aging in place* as "the ability to live in one's own home and community safely, independently, and comfortably, regardless of *age*, income, or ability level." Design elements including single level homes with ADA accessibility, shared maintenance services and open space, and smaller lots/homes within close proximity to services and transit options should be included when making decisions on future housing to assist with the City's/region's aging population and to allow residents to spend their entire life within the community they love and cherish.



Credit: Russell Habermann

Light Poles along Proctor's Main Street, 2013

## Housing: Goals, Objectives, and Action Steps

**Goals:** Proctor will strive to provide housing neighborhoods that offer a selection of affordable, sustainable, and aesthetically-pleasing housing options, including varying sizes of lots and rental and ownership options for residents of all ages, creating equitable housing options with access to facilities that can contribute to a healthy lifestyle.

**Objective H1:** Promote the maintenance of the existing housing stock.

**H 1.1:** Advertise and promote existing loan/grant program for homeowner improvements.

- 1.1.1: Use social media (and local newsletter), website, or other means to celebrate successes and promote additional improvements by other homeowners throughout the community.

**H 1.2:** Collaborate with existing organizations/grant programs to create incentives for home maintenance.

- *Potential resources include:* Essentia, Community Development Block Grant, Arrowhead Economic Opportunity Agency (AEOA) Housing Department, St. Louis County Housing and Redevelopment Authority, and others (see Community Planning Toolkit) for a variety of improvements including home maintenance, energy efficiency, exterior improvements, and others.

**H 1.3:** Continue to strive to make investments in streets, sidewalks, water/sewer systems, and other infrastructure to encourage private investment in commercial and residential properties alike.

**H 1.4:** Identify abandoned and blighted housing and develop a plan for rehabilitation or demolition and infill housing development.

**H 1.5:** Continue to enforce existing zoning and blight ordinances to preserve quality of existing housing stock.

**Objective H 2:** Maintain the existing character of established neighborhoods.

**H 2.1:** Ensure that new commercial and industrial development is buffered from residential areas and will minimally impact commercial/industrial traffic in residential neighborhoods.

**Objective H 3:** Further explore need for Rental Housing Management Licensing ordinance to ensure adequate rental facilities are being provided in community.

**H 3.1:** Continue to monitor short-term rental issues (i.e. AirBNB) and take action if deemed appropriate.

**Objective H 4:** Explore opportunities for vacant lots currently deemed as unbuildable throughout the community.

**H 4.1:** Areas to explore include creating community gardens, allowing adjacent homeowners to use/maintain space, etc.

**Objective H 5:** Continue ongoing brush pickup program.

**H 5.1:** Evaluate and/or implement similar community clean-up program/'day' to provide assistance to homeowners unable to undertake projects around their homes and undertake other identified community improvements.

**Objective H 6:** Explore feasibility of creating and annually review 'Housing Indicator Report' which utilizes annual statistics regarding housing to provide a snapshot of where community is currently, and indicators of trends moving forward to help spur private sector development and new housing.

- *Components of a Housing Indicators Report can include:*
  - Demographics (Past and Projected)
  - Employment / Labor force Trends
  - Home Ownership Trends
  - Rental Indicators (Survey) The Survey should address:
    - Rental Rates:
    - Vacancy Rates
      - Derive: Average Rent (# of bedrooms / Utilities paid vs not paid)
      - Housing Production (\*Amount and Costs of Sales / \*Foreclosures)
  - Number of Building permits issued (New Builds, Additions, Plats Approved)
    - Affordability Analysis
    - Annual income necessary to afford particular rent / buy a dwelling
    - % of income designated to take care of housing costs

**Objective H 7:** Research and consider adopting housing development and/or subdivision incentives to encourage design for future residential units and lots that encompass lifestyles of users of all ages and abilities ((including vacation and short-term housing) and other 'age in place' principles.

- *Design elements may include:* development of smaller, affordable housing units in compact multi-house developments or allowing accessory dwelling units, supported by facilities (commercial, pharmacy's, etc.) accessible by walking/biking or transit



Image Detail, Archives and Special Collections, Kathryn A. Martin Library,  
University of Minnesota Duluth

Housing in Proctor, Circa 1920



## Intergovernmental Cooperation

As a part of a dynamic region, the City of Proctor has been known for the dramatic relationships it holds with its neighboring government systems.

A centerpiece to Proctor's existing governmental partnerships is its school district. Serving the City of Proctor, the Bayview Heights neighborhood of Duluth, Midway Township, Solway Township, Grand Lake Township, a portion of Canosia Township, and a portion of Hermantown, ISD 704 welcomes a great number of area residents into the Proctor community. As Proctor Public Schools maintains relationships with local colleges for its participation in College in the Schools (CIS), Postsecondary Enrollment Options (PSEO), and other programs, relationships with higher learning institutions physically outside of the community offer numerous opportunities for cooperation and partnership as well.

One of Proctor's strongest intergovernmental relationships comes from its northern neighbor: the City of Hermantown. Proctor and Hermantown not only belong to the same metropolitan area (Duluth-Superior), but also collaborate often. Notable highlights of this partnership include a bond between their respective police departments, a shared building inspector, and a shared community education program.

In the future, the City of Proctor hopes to continue to develop its existing relationships with its neighboring communities – the City of Duluth, Midway Township, and the City of Hermantown – and delve into opportunities for building new partnerships, especially as Proctor residents have acknowledged a need to enhance Proctor's reputation in the coming years.



Credit: Russell Habermann

Proctor Community Center beyond TRAINquility Park, 2013

## Intergovernmental Cooperation: Goals, Objectives, and Action Steps

**Goals:** Proctor will work cooperatively with neighboring communities, St. Louis County, the State of Minnesota, and other public and private entities to provide cost effective, high quality public services to residents throughout the community on issues of cultural, economic, environmental, equitable, health, and social significance.

**Objective IGC 1:** Collaborate with neighboring communities to enhance capacity, strengthen regional relationships, and address consolidation of services when possible.

**Objective IGC 2:** Collaborate with St. Louis County, the State of Minnesota, and other entities, and their respective officials.

IGC 2.1: Proactively collaborate with and inform St. Louis County and State of Minnesota officials of the needs in Proctor regarding resources, housing, economic development, transportation, and other issues as they arise.

**Objective IGC 3:** Collaborate with regional entities, like Healthy Northland, local Statewide Health Improvement Program (SHIP) coordinators, the Arrowhead Regional Development Commission, the Duluth-Superior Metropolitan Interstate Council, and other stakeholders, to implement active living, public health, and other related improvements and programming to promote healthy lifestyles in the community.

**Objective IGC 4:** Collaborate with Proctor Public Schools and area universities/colleges, such as the College of St. Scholastica, the University of Minnesota Duluth, the University of Wisconsin Superior, Lake Superior College, and other higher learning institutions, to support partnerships that simultaneously enhance student learning and community development.

**Objective IGC 5:** Continue to explore annexation opportunities in surrounding area where deemed appropriate.



Credit: Russell Habermann

## Land Use

The purpose of this section is to briefly outline current land use patterns and policies in Proctor, describe concerns, identify goals, and map out desired land use outcomes. The Comprehensive Plan is primarily a land use document and is intended to allocate land among industry, commerce, residences, public facilities, parks and recreation, open and natural spaces, and other public and private uses. Changes to the economy (local to global), housing patterns, transportation needs, and quality of life concerns require that the City review existing allocations and adjust accordingly. Many of the goals and action steps described in this section will be referenced or repeated elsewhere in the document.

Developing zoning regulations is one of the most basic roles a city plays in the development of the community. The City's zoning map and ordinances are closely related to existing and desired land uses. One type of code highlighted in this chapter is form-based code, which is defined by the Form Based Codes Institute as "a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle." Cities are widely adopting this system for its ties to aesthetics, economic development, and equitable transportation.

Zoning can impact health in a variety of ways, ranging from developing residential and commercial uses in close proximity/high density, enhancing accessibility for community members of all mobility levels, and allowing community gardens and other agriculture within the community, among others.



Credit: City of Proctor

Site Plan Discussions during the Minnesota Design Team Visit, 2015

## Land Use: Goals, Objectives, and Action Steps

**Goals:** Proctor land use policies will promote sustainable land use by assessing future needs and promoting the most effective use of each property, while balancing cost efficient public services. Proctor's land use policies will be clear, concise, and easy to administer, contributing to the creation and sustenance of an equitable and healthful environment.

**Objective LU 1:** Maintain a modern, up-to-date zoning ordinance, zoning map, official map, and permitting documents.

LU 1.1: Update City Zoning Ordinance Code and procedures to include modern developmental concerns, and streamline administration.

LU 1.2: Enhance online presentation of Land Use Zoning Code, Applications, and other development related information to improve accessibility.

LU 1.3: Update existing identified permit, variance, and other application forms to enhance user friendliness and improve administration.

**Objective LU 2:** Review existing zoning code and incorporate new elements which have been identified as desirable through comprehensive planning process.

- *Some of these components include:* Form-based code, mixed use of commercial and residential uses, allowance of multi-family housing, allowance of accessory living spaces, 'age in place principles (home design components for an aging community), and others.

**Objective LU 3:** Evaluate a planned development on a segment of Kirkus Street in order to help spur investment and development. (Consider Kirkus Street Study recommendations found in Appendix B.)

**Objective LU 4:** Consider connectivity and traffic concerns related to access and safety specific to I-35 commercial corridor development. (i.e. sidewalks, limited accesses, etc.)

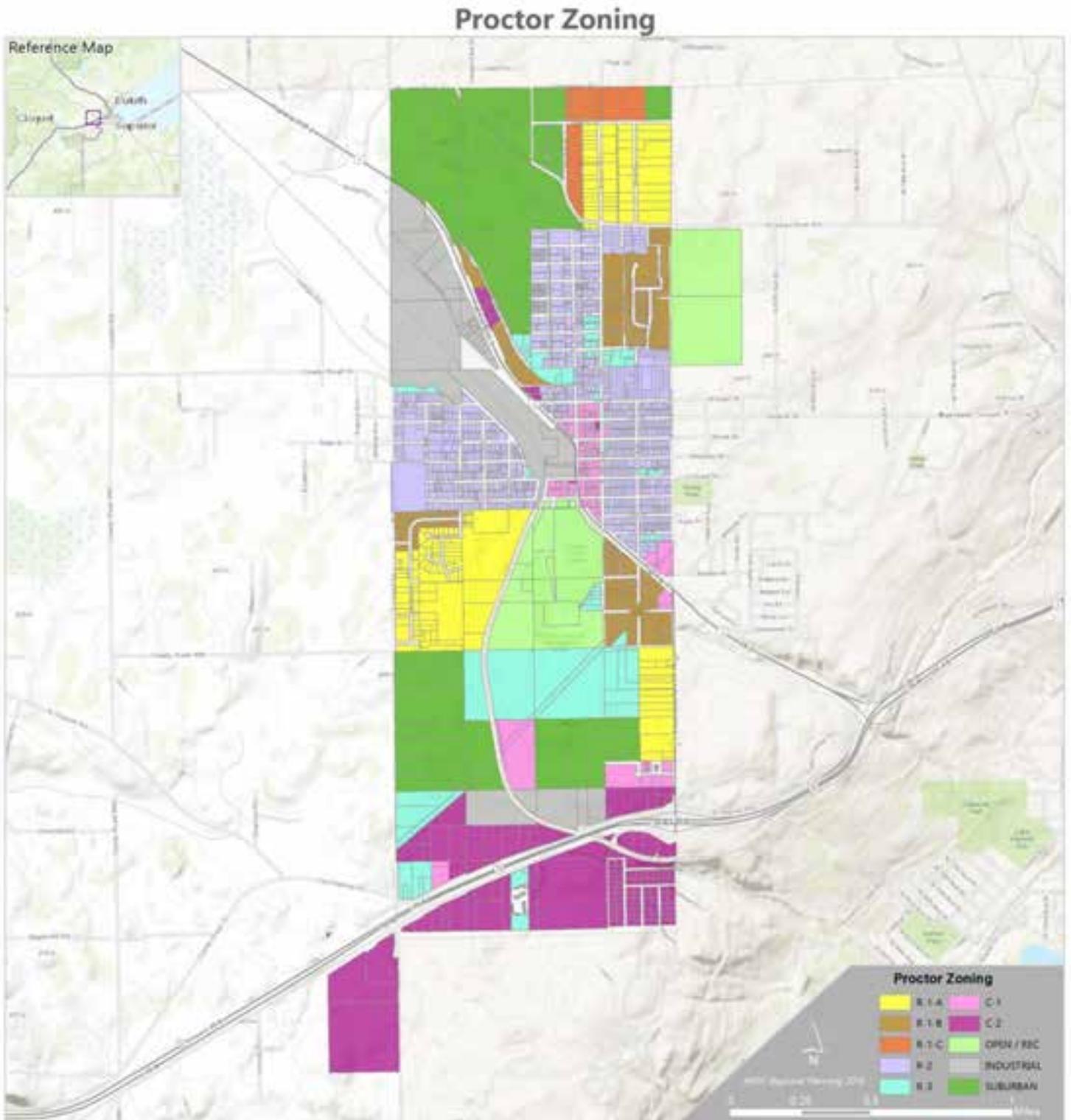
**Objective LU 5:** Explore adopting form-based zoning code design components if approved by district partnership stakeholders and where deemed appropriate (as referenced in ED 4).

**Objective LU 6:** Evaluate annexation opportunities for future economic and/or housing development and consider cost-benefit evaluation of service capacities, land use, service needs, and natural features, such as; topography, wetlands, and vegetative cover; prior to utility extension/improvement projects.

**Objective LU 7:** Ensure green space and recreational opportunities are available to existing and newly-developed neighborhoods.

**Objective LU 8:** Partner with local landowners to develop a mutually agreeable vision for improvements and/or future uses of remaining developable properties within community.

**Objective LU 9:** Ensure buffers are set between commercial/industrial development and existing and future residential properties in order to preserve neighborhood intrinsic qualities desired by community.



(See City Zoning Coe for definitions of each zone)



## Recreational, Open Space, and Cultural Arts

Considering its rich railroad history and legacy of producing notable athletes, Proctor holds a strong heritage of recreation and cultural arts, both of which are readily evident throughout the City.

The anchor of recreational activity within Proctor is found at the Proctor Regional Recreation Area, which is located just off the city center and includes Terry Egerdahl Memorial Field (a hybrid ballfield), softball fields, soccer fields, a Playground for EveryBODY, hiking trails, and a nine-hole municipal golf course, which hosts a sliding hill during wintertime. A second center of recreation within the City is based at the South St. Louis County Fairgrounds, which was annexed into Proctor in 2011 and holds Proctor Speedway (a 3/8 mile clay race track), a remote control race park, an indoor ice rink facility, two outdoor ice rinks, a soccer field, and a number of other facilities to support the South St. Louis County Fair each summer. Apart from these principal facilities, Proctor residents also utilize nearby recreational opportunities that are easily accessible to or serve a direct connection into the City; these facilities include Skyline Parkway Scenic Byway, the Superior Hiking Trail, Klang Park, Midway Park, and facilities at Proctor High School.

In the future, the Proctor community has especially expressed interest in enhancing recreational opportunities. Among others, these include the development of a multi-use sports complex, community tennis courts, North Proctor Park, hiking trails along the Kingsbury Creek corridor, and the planned Proctor-Hermantown Munger Trail Spur.



Credit: Russell Habermann

Centennial Park, 2013

## Recreational, Open Space, and Cultural Arts: Goals, Objectives, and Action Steps

**Goals: Proctor will enhance the recreational and cultural facilities/opportunities available by utilizing public input, planning proactively, and implementing projects and programs to provide an array of opportunities to residents of all ability levels by providing equitable access to facilities that promote health and well-being of every member in the Proctor community.**

**Objective RC 1:** Encourage the maintenance and expansion of the recreational trail and parks system throughout the City.

RC 1.1: Inventory and document existing condition of City parks and trails, examining them for deterioration, maintenance needs, and infrastructure improvements.

RC 1.2: Develop action priorities and estimate costs of improvements.

Action Step 1.2.1: Collaborate with Parks and Recreation Committee to discuss priorities and future projects.

RC 1.3: Explore opportunities for trail and recreational facilities expansion, including improvements to the City recreational center and the development of Kingsbury Creek, North Proctor Park, and other areas in the community.

Action Step 1.3.1: Utilize public engagement strategies (public meetings, surveys, focus groups, etc.) to help outline desired facilities / recreational opportunities, potential trail expansion sites, and other prominent recreational issues.

**Objective RC 2:** Construct a community, multi-use facility to provide opportunities for multi-generational recreational use.

**Objective RC 3:** Explore and support efforts to update and enhance recreational facilities and utilities at the South St. Louis County Fairgrounds.

**Objective RC 4:** Incorporate recreational facilities into the Capital Improvement Plan process to ensure upkeep and continued quality of existing facilities.

**Objective RC 5:** Identify and explore recreational facilities, programs, and opportunities for all ages and abilities.

**Objective RC 6:** Fund and support efforts by the Beautification and Trees Committee to outline designs and projects to enhance the aesthetics of the community through plantings and other improvements.

- Potential tasks include: Discussing partnerships with industry in the community, opportunities for improvements (areas, themes, etc.), fundraising and grant funding, etc.

**Objective RC 7:** Evaluate opportunities for Community Supported Agriculture (CSA) activities, which provide healthy food options available within the community.

RC 7.1: Provide open space for activities to take place if organized and requested by local organization(s)/individual(s).

**Objective RC 8:** Continue to support and make improvements to local playground and recreational areas.

**Objective RC 9:** Research and evaluate feasibility of developing 'pocket parks' and 'natural playscapes' (spaces using natural features such as trees, hills, and native plants and as few man-made components as possible) with low cost and low maintenance designs.

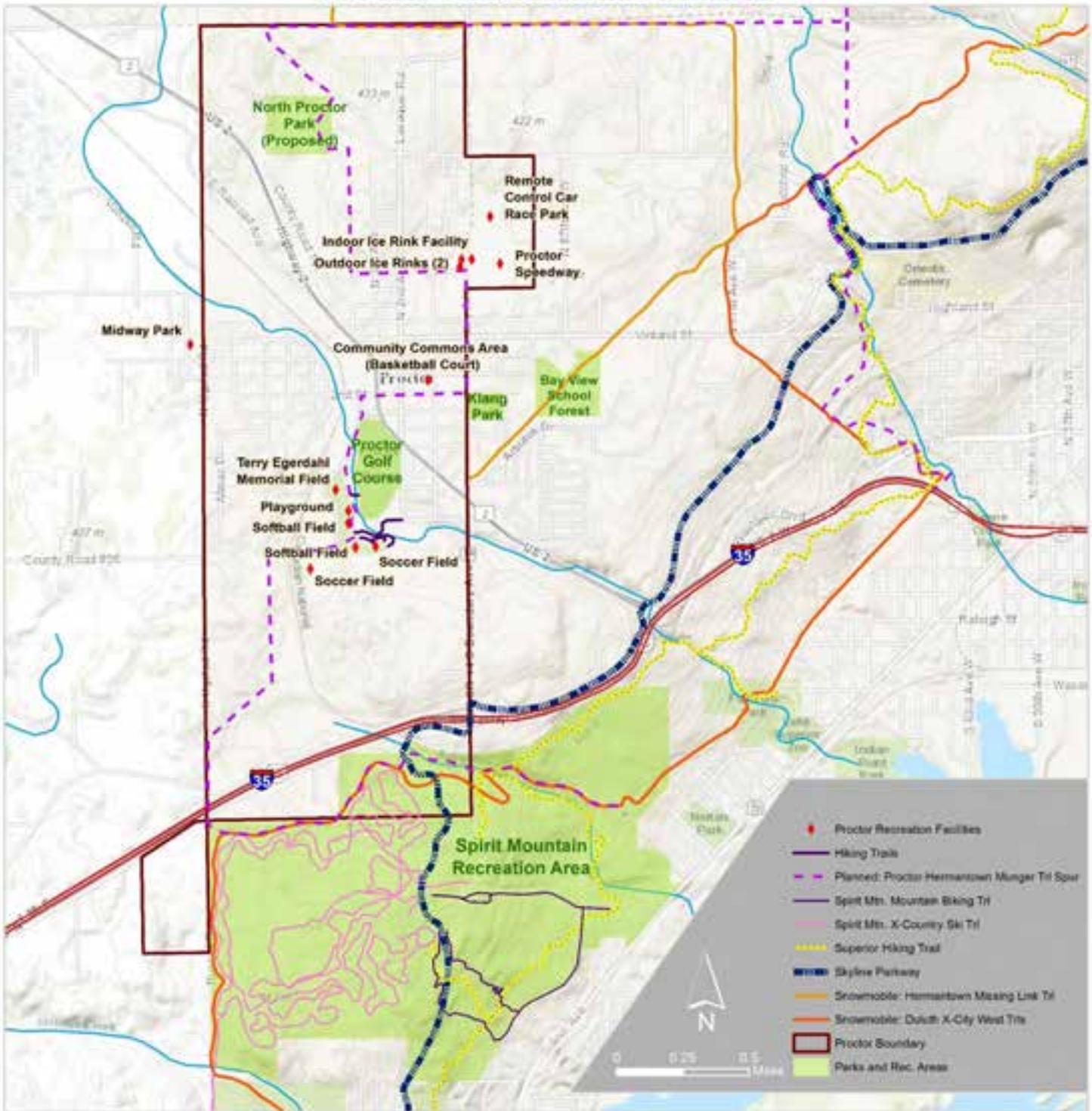
**Objective RC 10:** Continue to monitor feasibility study on large scale multi-sport indoor facility and implement identified next steps if endorsed by community once completed.



Credit: Russell Habermann

Proctor Golf Course beyond the John P. Moody Memorial Gazebo, 2013

### Proctor Recreational Facilities



## Tourism and Natural Resources

When it comes to out-of-town visitors, Proctor owes much of its draw to its well-displayed railroad history as well as the well-preserved natural features held within the City. Including an active historical society and continued maintenance of natural resources, the Proctor community hosts burgeoning opportunity for visitors of all kinds.

A significant draw for visitors is located at the city center along U.S. Highway 2, where the Proctor Area Historical Society Building (formerly the car shop superintendent's office), John P. Moody Gazebo, DM&IR Yellowstone Engine #225, and F-101 Voodoo Jet memorials are displayed. Serving as a cornerstone of culture and history in the community, this area hosts frequent stops to curious travelers as well as a place of gathering throughout the year.

Expanses of undeveloped land, often used for recreation such as hiking, snowmobiling, and the like along undesignated trails, also offer an incredible venue for recreationists to indulge in regional recreational opportunities while appreciating the City's natural resources. The site of two tributaries in the Lake Superior watershed, the community holds special concern for its natural amenities, and desires to strike a balance between preserving them and enabling others the enjoyment of experiencing them firsthand.

In turn, members of the Proctor community have expressed their support for developing in tandem with respect to its industrial history and prized natural features. Ideas to do so include buffering development from nature, promoting the City through history, and bringing natural features into developed portions of the community.



Credit: Russell Habermann

DM&IR Yellowstone Engine #225 in Proctor, 2013

## Tourism and Natural Resources: Goals, Objectives, and Action Steps

**Goals:** Proctor will preserve and invest in its historical and natural resources in order to provide a unique sense of place to its citizens and travelers visiting the area, considering resources that contribute to a sustainable future and support the health of Proctor's environment and people.

**Objective TNR 1:** Ensure industrial businesses are buffered from existing and new residential development through zoning setbacks, green buffers, or other methods to minimize the impact on neighborhoods.

**Objective TNR 2:** Encourage the reduction of light pollution by exploring opportunities to curtail and reverse any degradation of the night sky.

TNR 2.1: Consider adoption of lighting ordinance, involving residential light height restrictions, light shielding/directional improvements, motion sensors, and/or other measures to prevent additional light pollution and preserve Proctor's night sky. (See [www.darksky.org](http://www.darksky.org) for additional details.)

**Objective TNR 3:** Encourage the preservation of the area's history and culture.

TNR 3.1: Continue supporting the preservation of the area's railroad history through the identification, preservation, and displaying of historic places and artifacts.

TNR 3.2: Seek federal and state grants and support local, grass roots efforts for historic preservation and renovation projects.

**Objective TNR 4:** Improve and maintain City 'gateways', or areas commonly used for entrance to the City (i.e. Highway 2, Interstate Highway 35, Lavaque Road, etc.), to create a sense of arrival to residents and visitors alike. Improvements can include signage, art, natural environment enhancement, or others to improve aesthetics and sense of place.

- Action Step 4.1: If possible, utilize local volunteers to make enhancements while minimizing cost.

**Objective TNR 5:** Support improved access to community gardens.

TNR 5.1: Use public meetings to identify need and/or potential sites for community gardens.

TNR 5.2: Address and revise land use zoning where necessary to make allowable use.

TNR 5.3: Work with local interest group(s) to develop maintenance, distribution, and use partnership(s) prior to establishing garden.

**Objective TNR 6:** Support large events at the fairgrounds area, especially as improvements are completed to utilities and other facilities at the site.

**Objective TNR 7:** Develop and implement a marketing strategy that highlights Proctor's visitor-friendly features and inspires tourists to visit and stay in the City.

## Transportation<sup>1</sup>

Transportation includes infrastructure for many types of modes, including motor vehicle, bus, bicycle, foot, mobility assistive device, boat, plane, train, etc. Providing connections between homes, businesses, employers, recreation opportunities, and more, transportation is an important part of a city's comprehensive plan.

In Proctor, 81.6% of workers commute to work alone via a motor vehicle, and 93% of Proctor households own one or more vehicles. 91.1% of workers living in Proctor commuted to jobs outside of the City. When traveling within the City, 20% of residents walk while 80% drive to their destination. Proctor residents have expressed a desire for improved sidewalk conditions and lighting as well as enhanced street conditions and maintenance.

Proctor is served by the Duluth Transit Authority and hosts a combined 255 bus boardings and alightings per day within Proctor's municipal boundaries.

Proctor averaged around 25 vehicle crashes per year within its municipal boundaries per year. The majority of these crashes have occurred on the U.S. and state highway system (I-35 and U.S. Highway 2), where most of the traffic exists.

Future travel demand shows increases of daily traffic on I-35, 2<sup>nd</sup> Avenue/Lavaque Road, U.S. Highway 2, and the north frontage road along I-35. A plan for a Proctor/Hermantown Munger Trail Spur will also provide recreational and active transportation needs in the community.

<sup>1</sup>For an in-depth look at transportation in Proctor, refer to Appendix C for a separate study completed by the Duluth-Superior Metropolitan Interstate Council, in conjunction with the Comprehensive Plan process.



Top: Functionally Classified Roadways in Proctor  
 Bottom: Workforce Community Pattern in Proctor, 2013  
 Credit: Duluth-Superior Metropolitan Interstate Council

## Transportation: Goals, Objectives, and Action Steps

**Goals:** Proctor will provide a safe, efficient transportation system that is built for multiple modes of transportation (automobile, bicycle, pedestrian, public transit, etc.) and connects local and regional destinations, creating a system that enables safe and healthy travel options and promotes equity for all socioeconomic backgrounds of Proctor citizens.

**Objective T 1:** Maintain local streets, sidewalks, and alleys on an established, routine schedule to continue to provide a well-connected, efficient, and sustainable transportation system that serves the needs of multiple user groups within the community.

T 1.1: Develop a street improvement program that identifies and prioritizes road maintenance and improvement needs and integrates these needs with the City's Capital Improvement Program.

- Action Step 1.1.1: Update and map an inventory of street pavements based on age and condition.

T 1.2: Work with St. Louis County and MnDOT to seek opportunities to coordinate street, sidewalk, and underground utility improvements with adjacent state or county highway projects.

**Objective T 2:** Connect existing and new neighborhoods, public facilities, parks, schools, and other community destinations with the City's sidewalk and trail system(s).

T 2.1: Use the existing/missing sidewalk system map in order to identify existing conditions and potential gaps/obstacles within the system. Consider connecting the missing segments of the system, building sidewalks around schools and transit stops, and replacing failing infrastructure.

- Action Step 2.1.1: Coordinate with ARDC to update the sidewalk inventory as projects are completed.

T 2.2: Identify most critical/dangerous crossings and intersections in the community.

- Action Step 2.2.1: Work with MnDOT and other entities in order to improve safety via infrastructure improvements (signage, painted sidewalks, crosswalks, etc.).
- Action Step 2.2.2: Continue to monitor and recommend improvements for the 2<sup>nd</sup> Street and U.S. Highway 2 intersection.

T 2.3: Encourage new development to connect to County- and State-owned existing sidewalks.

**Objective T 3:** Explore designating pedestrian space on roads without sidewalks with paint and/or other barriers to provide safe area for pedestrians and further connect overall sidewalk system.

**Objective T 4:** Explore connecting established bike route(s) within the community to connect neighborhoods with destinations like the Willard Munger State Trail, commercial areas, and other current and future amenities and utilize recommendations outlined in the Proctor/Hermantown Trail Plan.

- Action Step 4.1: Utilize public engagement meetings for open discussion with stakeholders regarding desirable routes within the City.

- Action Step 4.2: Consider incorporating bicycle facilities like painted lanes, sharrows, designated signs, and others to improve the accessibility and safety of the overall system.

**Objective T 5:** Continue to maintain wayfinding and street signage to ensure ease of navigation throughout the community.

T 5.1: Identify areas and streets where signs need to be replaced and/or added to support safety and ease of travel.

**Objective T 6:** Promote and support public transit opportunities, including the Duluth Transit Authority (DTA) and Arrowhead Transit.

T 6.1: Work with surrounding communities and other partners to help improve transit availability.

T 6.2: Review transportation options, specifically for those in wheelchairs and with limited mobility, and collaborate with potential partners to enhance available services.

**Objective T 7:** Evaluate creating a 'Living Streets' policy to provide for sustainable, ADA-compliant, multi-modal streets designs when completing improvement projects.

**Objective T 8:** Collaborate with Proctor Public Schools and support safety enhancement projects in Safe Routes to School planning efforts.

T 8.1: Provide representation during the Safe Routes to School planning process, and also during the development of other improvement projects when needs dictate.

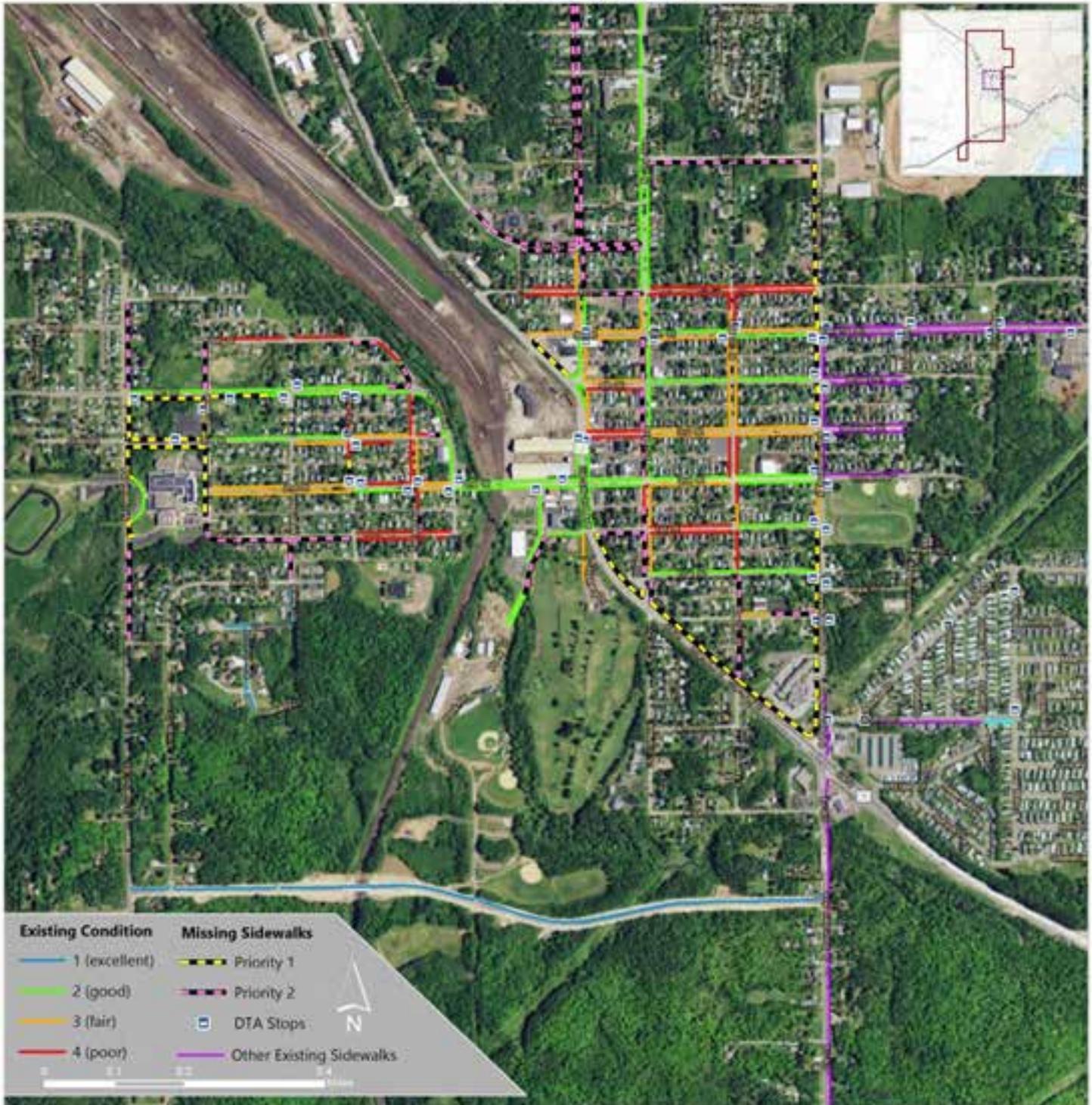
T 8.2: Collaborate with Proctor Public Schools to incorporate Safe Routes to School principles into accessing local school sites.



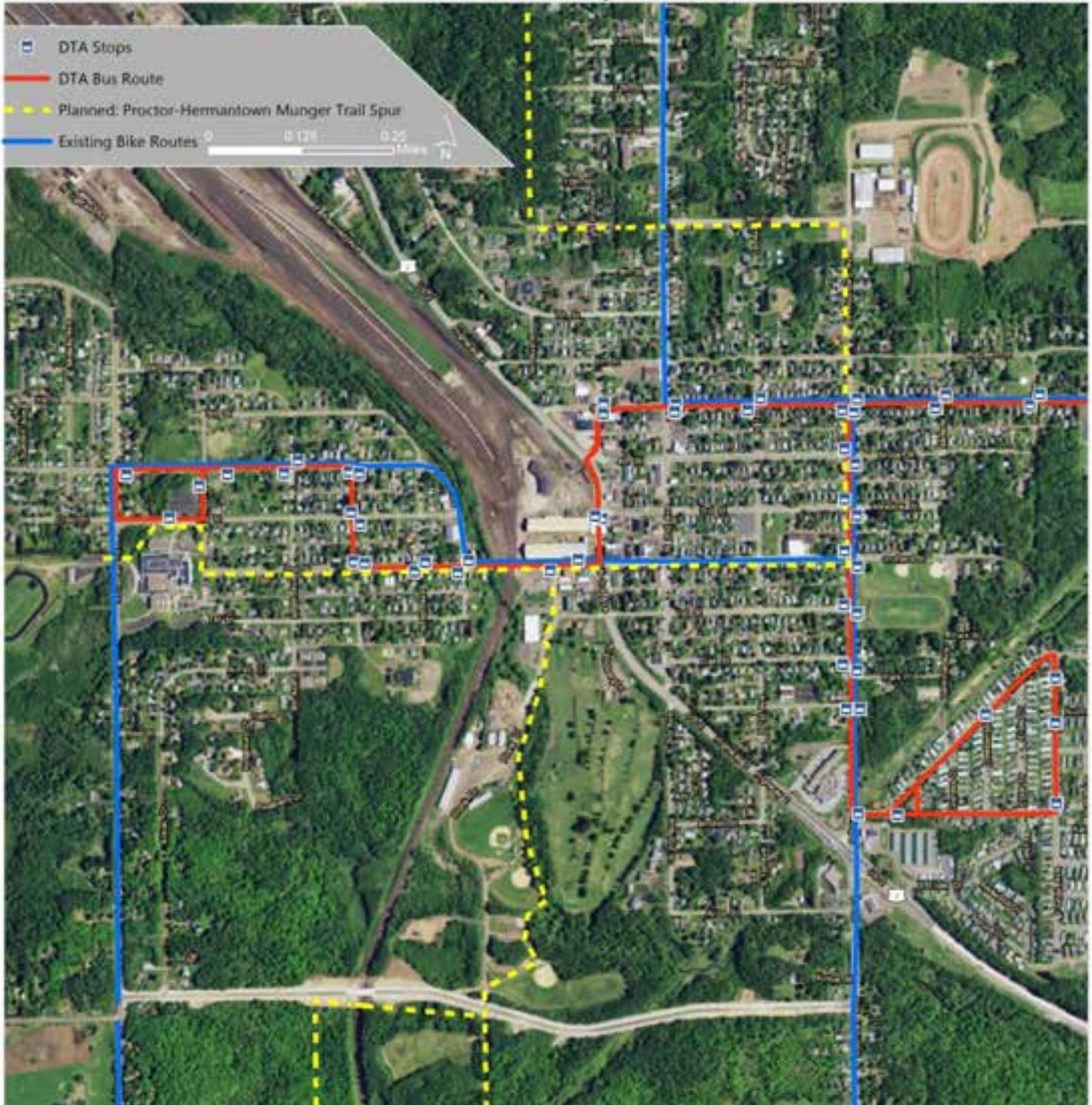
Credit: Russell Habermann

DM&IR Yellowstone Engine #225 in Proctor, 2013

### Proctor Sidewalks



### Alternative Transportation





## Utilities and Community Infrastructure

Utilities and Community Facilities are public services and infrastructure that the City develops and maintains. Utilities include the water, stormwater, sewer, communications, and waste collection infrastructure. Maintaining these facilities regularly can help minimize costs of major repairs in the future while ensuring quality of life standards for residents, both current and future.

*Complete Streets* typically refers to street design that provides for multiple modes of transportation. *Green Streets* typically refers to street design that reduces environmental impacts by reducing impervious surface, managing stormwater, and providing shade. *Living Streets* is a combination of the two. Living Streets combines the concepts of complete streets and green streets, and also puts additional focus on quality of life aspects for City residents.

*Provide economic benefits:* lower initial costs; lower maintenance costs; increase property values; economic revitalization.

*Build community:* improve public health; increase safety; enhance neighborhood beauty; strengthen sense of community; provide positive impact upon children.

*Provide environmental benefits:* improve water quality; improve air quality; reduce the urban heat island affect; reduce materials and energy used in street construction; promote the planting of trees.

It is recommended the City investigate a Living Streets policy for the community, or integrate design principles into regular road construction or reconstruction decisions.

<sup>2</sup> City of Maplewood's Living Streets Policy



Top: Living Streets design option 1  
 Bottom: Living Streets design option 2  
 Credit: City of Maplewood-Living Streets Policy

## Utilities and Community Infrastructure: Goals, Objectives, and Action Steps

**Goals:** Proctor will continue commitment towards efficient infrastructure and maintenance for City structures, parks, trails, water and sanitary systems, roads, and other public facilities through a systematic short-range planning process to ensure the health of and equitable transfer of resources to Proctor citizens.

**Objective UC1:** Create Capital Improvement Planning (CIP) process that annually implements and reviews priorities to continue to provide adequate infrastructure (including roads, sidewalks, water/wastewater facilities, etc.) to the community while balancing financial constraints in a systematic process.

UC 1.1: Review existing conditions of utilities to determine rehabilitation/replacement priorities.

- *Action Step 1.1.1:* Develop/improve an inventory of above- and below-ground infrastructure based on age and condition.
- *Action Step 1.1.2:* Investigate the feasibility of acquiring and utilizing asset management software.

UC 1.2: Consider upcoming State and County projects when prioritizing improvements. (See Appendix C transportation survey showcasing upcoming County road projects.)

- *Action Step 1.2.1:* Continue an annual communication routine with state and local officials designed to getting updated information from state and county officials about projects being planned within and around Proctor.

UC 1.3: Optimize public investments in infrastructure by 1) seeking to incorporate infrastructure improvements as parts of redevelopment projects and 2) avoiding extensions of infrastructure in advance of guaranteed development projects.

**Objective UC2:** Research and consider revised assessment policy to lessen burden on property owner while still being able to complete projects.

**Objective UC 3:** Incorporate the Proctor recommendations from the 2013 St. Louis County Hazard Mitigation Plan into planning process to reduce potential damage costs due to natural disasters.

UC 3.1: Annually address, implement, and monitor projects and mitigation strategies identified in 2013 St. Louis County Hazard Mitigation Plan.

UC 3.2: Include Infrastructure and other mitigation improvements into Capital Improvement Planning (CIP) process when addressing annual maintenance/improvements.

**Objective UC 4:** Evaluate a new location for public works building and identify strategy to move it when possible.

**Objective UC 5:** Explore opportunities to consolidate services and save costs when possible.

**Objective UC 6:** Extension of public utilities should be based on a cost-benefit evaluation of service capacities, land use, service needs, and natural features, such as; topography, wetlands, and vegetative cover; and public utility proposals should be carefully evaluated to ensure compatibility with the approved Comprehensive Plan and projected land use needs.

**Objective UC 7:** Explore permeable alternatives to traditional curb and gutter projects.

UC 7.1: May involve creating 'Living Streets' policy which provides design options for both alternative forms of transportation and also city streetscape/vegetation options when undertaking road improvement projects.



Credit: Russell Habermann

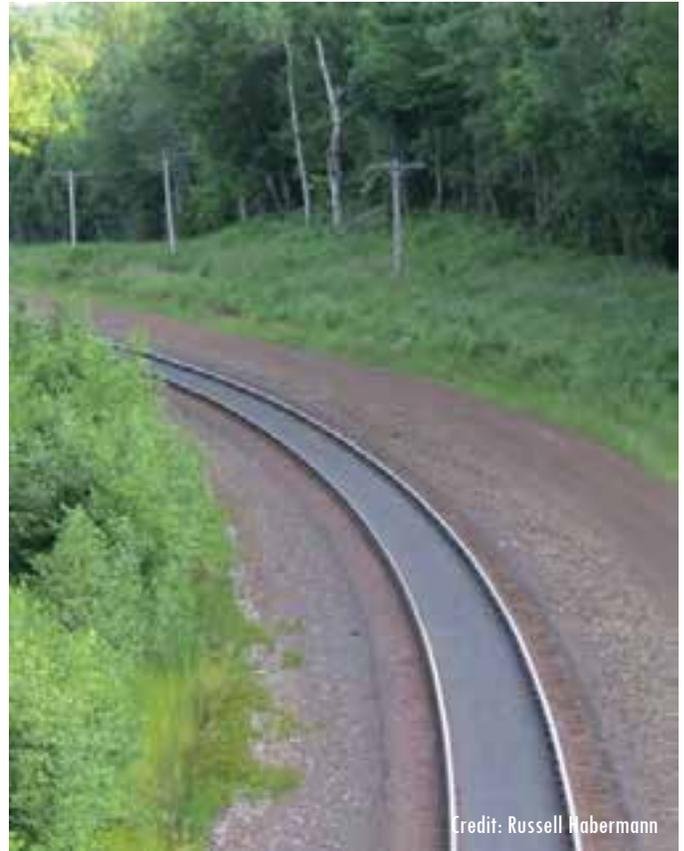
Existing Gravel Road through Proctor Regional Recreation Area, 2013



## Implementation

Implementation of the objectives laid out in the plan may be the most critical step for the City moving forward. The City of Proctor is committed to following through with the plan's recommended actions. Annual review and status updates of ongoing activities laid out in the comprehensive plan assist in keeping the City on track to completing objectives outlined in the planning process. Additionally, regular review can allow the city to incorporate new or emerging issues that may have not been prevalent during the planning process along with revising priorities due to unforeseen circumstances.

A project implementation checklist has been included in Appendix A and is a resource for conducting an annual review of the goals, objectives, and actions steps outlined in this plan. Additionally, up to date technical and financial assistance resources are maintained by ARDC to enhance community capacity for implementation. This 'community planning toolkit' can be accessed at: [www.arrowheadplanning.org/communityplanningtoolkit](http://www.arrowheadplanning.org/communityplanningtoolkit).



Credit: Russell Habermann

Existing Gravel Road through Proctor Regional Recreation Area, 2013



## Implementation: Goals, Objectives, and Action Steps

**Goals: Proctor will actively work as an entity and with stakeholders to complete the strategies and projects identified in the comprehensive plan and will review and update implementation priorities and status annually.**

**Objective I 1:** Develop an implementation checklist that lists each strategy action item in the plan and organizes them in a spreadsheet with some general implementation steps, responsible entities, and a timeframe.

I 1.1: Annually review the implementation checklist at a public meeting to determine each step's implementation status and to re-determine each step's current priority level. Utilize this meeting as a public hearing/engagement session to continue incorporating public priorities into investment decisions.

I 1.2: Change, update, or end actions that need alterations or have been completed and add new actions as project priorities emerge.

I 1.3: Undertake public planning update process every five years.

**Objective I 2:** Monitor available grant opportunities to leverage funds to implement larger scale projects.

I 2.1: Continue communication with grantors (i.e. MnDOT and Minnesota DNR) to be aware of possible grant solicitations and parameters for eligible projects. (See ARDC community planning toolkit)

- Smaller project grants – pursue more funding and finding project to match instead of other way around). (Consider a grant writer, temporarily).

I 2.2: Utilize ARDC in order to gain technical assistance for project applications, management, small scope planning, GIS mapping, and other services offered when deemed necessary.



# Appendices

Appendix A, B, C, D, E, and F



Credit: Russell Habermann

Emme Honorary Memorial, 2013



## Appendix A: Implementation Schedule



**Proctor will promote and seek partnership opportunities with new and existing businesses by promoting manageable growth and retaining an aesthetically pleasing environment while reducing conflict between residential and commercial uses and promoting a vibrant economic environment that supports the health of residents of and visitors to the City.**

Goal	Objective	Strategy/** Action Step	Lead Committee	Timeline	Status	
	ED 1: Encourage mixed-use zoning in designated areas to boost infill development and maintenance.		Planning & Zoning Commission	Short Term		
		ED 1.1: Identify areas within the City where commercial/residential mixed-use development could be effective and provide benefit.	Planning & Zoning Commission	Short Term		
		ED 1.2: Review zoning requirements of properties which require infill development to address unintentional restrictions regarding mixed-use or other requirements that may inhibit investment.	Planning & Zoning Commission	Short Term		
		Objective ED 2: Expand public access to broadband wireless internet in public facilities, improve local technical capacity, and ensure residents are provided continued access to high-speed internet.		Economic Development Authority	Mid-Long Term	
		ED 2.1: Assess existing broadband systems and provide improvements which would enhance overall systems both City-wide and at other public facilities.	Economic Development Authority	Mid Term		
		ED 2.2: Make technological improvements and investments throughout the City, and specifically in areas with a high density of economic activity or expressed interest (i.e. Highway 2 business district, Interstate Highway 35 corridor, school locations, etc.), on a reasonably timely basis while balancing financial restraints.	City Council	Long Term / Ongoing		
		2.3: Identify public areas where increased accessibility could benefit public (library, city hall, etc.) and look for opportunities to make improvements through leveraging grant dollars or local public investment/fundraising.	Economic Development Authority	Short Term		
		ED 3: Improve awareness/communication of local community events, activities, and amenities on a local, regional, and statewide scale.		Tourism Committee / Parks & Recreation Committee	Short Term	
		3.1: Create formalized process for providing information about recreational opportunities and community events to the public via multiple modes of communication (online, newspapers, tourism organizations, etc.).	Tourism Committee / Parks & Recreation Committee	Short Term		
		3.2: Continue to maintain and expand City social media presence to enhance both communications with the public as well as online presence for potential travelers.	City Staff / Tourism Committee	Short Term / Ongoing		
		3.3: Continue to update information on the City website, monitor upgrade possibilities, and explore other information that can enhance site's effectiveness.	City Staff / Tourism Committee	Ongoing		
		ED 4: Evaluate and/or implement a downtown revitalization plan which can include: urban design elements, storefront changes, public art, wayfinding signage, zoning revisions, ongoing programming, partnerships funding, and other related components.		EDA / Chamber of Commerce / Planning & Zoning / Beautification & Trees Committee	Short-Mid Term	
		4.1: Work with downtown business district representatives to secure funds to enlist the assistance of an engineering and/or landscape architect firm in developing urban design components to incorporate throughout Proctor's business district, creating a unique sense of place that exhibits the downtown area as a 'destination'.		EDA / Chamber of Commerce / Planning & Zoning / Beautification & Trees Committee	Short-Mid Term	
	4.2: Develop a program/funding mechanism to assist the Downtown Business District with rehabilitation efforts.		EDA / Chamber of Commerce / Planning & Zoning	Short-Mid Term		

**Proctor will promote and seek partnership opportunities with new and existing businesses by promoting manageable growth and retaining an aesthetically pleasing environment while reducing conflict between residential and commercial uses and promoting a vibrant economic environment that supports the health of residents of and visitors to the City.**

	<ul style="list-style-type: none"> <li>• 4.2.1: TIF, Tax Abatement, Small Cities Development Comprehensive Grants, Community Development Group, and Business Improvement District among the possibilities that should be explored.</li> </ul>	EDA / Chamber of Commerce / Planning & Zoning	Short-Mid Term	
	*** 4.2.2: Promote the City's existing storefront revolving loan fund.	EDA / Chamber of Commerce / Planning & Zoning	Short Term	
ED 4.3:	Develop a management structure to manage and promote revitalization and programming in the Business District. Public, private, public-private partnerships should be considered.	EDA / Chamber of Commerce / Planning & Zoning / Beautification & Trees Committee	Short-Mid Term	
4.4:	Collaborate with the Proctor Area Chamber of Commerce and local businesses to foster and strengthen partnerships and identify actions which could benefit the downtown area as a whole. (i.e. sidewalk sales or other specific collaborative 'events' to draw people to the area).	EDA / Chamber of Commerce / Planning & Zoning / Tourism Committee	Short Term	
4.5:	Address and revise Land Use Zoning ordinance to allow for mixed-use, increased density zoning and explore incorporating codes that support economic health (i.e. form-based code principles or open-façade laws) into the downtown business district.	Planning & Zoning Commission	Short Term	
ED 5:	Explore options and pursue opportunities to enhance accessibility to economic opportunities for all modes of transportation within centers of economic activity.	EDA / Chamber of Commerce / Planning & Zoning	Short-Mid Term	
	5.1: Enhance or expand parking facilities (i.e. vehicle stalls, bicycle racks, etc.) and wayfinding signage to that have demonstrated need to ensure ease of participation in economic activities, especially as they relate to parking related to large scale events. (A map has been included highlighting available parking in the downtown corridor)	EDA / Chamber of Commerce / Planning & Zoning	Short-Mid Term	
	5.2: Enhance convenience, safety, and comfort of people using non-motorized modes of transportation (i.e. pedestrians and bicyclists) in economic centers within the City, maintaining and implementing infrastructure to support access to businesses and contribute to a sense of place.	EDA / Chamber of Commerce / Planning & Zoning	Mid-Long Term	
ED 6:	Support existing businesses and encourage them to participate in local business organizations, seize opportunities for growth, and foster local talent.	EDA / Chamber of Commerce	Ongoing	
ED 7:	Identify potential businesses and develop recruitment strategies to build a vibrant, diversified business community, and work with the Proctor Economic Development Authority to match potential businesses with vacant commercial storefronts.	EDA / Chamber of Commerce	Mid-Term	
ED 8:	Continue to market commercial and/or light industrial development opportunities along I-35 corridor to spur additional economic development in the community.	EDA / Chamber of Commerce	Short-Mid Term	
	8.1: Consider connectivity and traffic concerns related to access and safety specific to I-35 commercial corridor development design. (i.e. including sidewalks, limited accesses, frontage roads, among others.)	Planning & Zoning Commission	Ongoing	
	8.2: Research and evaluate annexing additional property along corridor for future economic development opportunities.	Planning & Zoning Commission	Mid-Long Term	

	Goal	Objective	Strategy/***/ Action Step	Lead Committee	Timeline	Status
HOUSING	<b>Proctor will strive to provide housing neighborhoods that offer a selection of affordable, sustainable, and aesthetically-pleasing housing options, including varying sizes of lots and rental and ownership options for residents of all ages. Create equitable housing options with access to facilities that can contribute to a healthy lifestyle.</b>	H1: Promote the maintenance of the existing housing stock.		P&Z & EDA	Ongoing	
			• H 1.1: Advertise and promote existing loan/grant program for homeowner improvements.	P&Z & EDA	Short Term	
			1.2: Collaborate with existing organizations/grant programs to create incentives for home maintenance.	P&Z & EDA	Mid-Term	
			1.3: Continue to strive to make investments in streets, sidewalks, water/sewer systems, and other infrastructure to encourage private investment in commercial and residential properties alike.	P&Z & EDA	Ongoing	
			1.4: Identify abandoned and blighted housing and develop a plan for rehabilitation or demolition and infill housing development.	P&Z & EDA	Short Term	
			1.5: Continue to enforce existing zoning and blight ordinances to preserve quality of existing housing stock.	P&Z & EDA	Ongoing	
		H 2: Maintain the existing character of established neighborhoods.		P&Z & EDA	Ongoing	
			2.1: Ensure that new commercial and industrial development is buffered from residential areas and will minimally impact commercial/industrial traffic in residential neighborhoods.	P&Z & EDA	Ongoing	
		H 3: Further explore need for Rental Housing Management Licensing ordinance to ensure adequate rental facilities are being provided in community.		P&Z & EDA	Short-Mid Term	
			3.1: Continue to monitor temporary rental issues (i.e. AirBNB) and take action if deemed appropriate	P&Z & EDA	Ongoing	
		H 4: Explore opportunities for vacant lots currently deemed as unbuildable throughout the community.		P&Z & EDA	Short Term	
			4.1: Areas to explore include creating community gardens, allowing adjacent homeowners to use/maintain space, etc..	P&Z & EDA	Short Term	
		H 5: Continue ongoing brush pickup program.		Utilities Commission	Ongoing	
			5.1: Evaluate and/or implement similar community clean-up program/'day' to provide assistance to homeowners unable to undertake projects around their homes and undertake other identified community improvements.	Utilities Commission	Short Term	
		H 6:: Explore feasibility of creating and annually review 'Housing Indicator Report' which utilizes annual statistics regarding housing to provide a snapshot of where community is currently, and indicators of trends moving forward to help spur private sector development and new housing.		Planning & Zoning Commission	Mid-Term	
H 7: Research and consider adopting housing development and/or subdivision incentives to encourage design for future residential units and lots that encompass lifestyles of users of all ages and mobility and other 'age in place' principles.		Planning & Zoning Commission	Mid/Long Term			

LAND USE	Goal	Objective	Strategy/Action Step	Lead Committee	Timeline	Status
LAND USE	Proctor land use policies will promote sustainable land use by assessing future needs and promoting the most effective use of each property, while balancing cost efficient public services. Proctor's land use policies will be clear, concise, and easy to administer. Develop Land use policies that contribute to the creation and sustenance of an equitable and healthful environment.	LU 1: Maintain a modern, up-to-date zoning ordinance, zoning map, official map, and permitting documents.		Planning & Zoning Committee	Ongoing	
			1.1: Update City Zoning Ordinance Code and procedures to include modern developmental concerns, and streamline administration.	Planning & Zoning Committee	Short / Mid-Term	
			1.2: Enhance online presentation of Land Use Zoning Code, Applications, and other development related information to improve accessibility.	Planning & Zoning Committee	Short Term	
			1.3: Update existing identified permit, variance, and other application forms to enhance user friendliness and improve administration.	Planning & Zoning Committee	Short / Mid-Term	
		LU 2: Review existing zoning code and incorporate new elements which have been identified as desirable through comprehensive planning process.	Planning & Zoning Committee	Mid-Term		
		LU 3: Evaluate a planned development on a segment of Kirkus Street in order to help spur investment and development. (Consider Kirkus Street Study recommendations found in Appendix B)	Planning & Zoning Committee	Short / Mid-Term		
		LU 4: Consider connectivity and traffic concerns related to access and safety specific to I-35 commercial corridor development. (i.e. sidewalks, limited accesses, etc.)	Planning & Zoning Committee	Ongoing		
		LU 5: Explore adopting form-based zoning code design components into downtown business district area if approved by district partnership stakeholders. (As referenced in ED 4)	Planning & Zoning Committee	Short / Mid-Term		
		LU 6: Evaluate annexation opportunities for future economic and/or housing development and consider cost-benefit evaluation of service capacities, land use, service needs, and natural features, such as; topography, wetlands, and vegetative cover; prior to utility extension/improvement projects.	Planning & Zoning Committee	Short term / Ongoing		
		LU 7: Ensure green space and recreational opportunities are available to existing and newly-developed neighborhoods.	Planning & Zoning Committee	Ongoing		
LU 8: Partner with local landowners to develop a mutually agreeable vision for improvements and/or future uses of remaining developable properties within community.	Planning & Zoning Committee	Short / Mid-Term				
LU 9: Ensure buffers are set between commercial/industrial development and existing and future residential properties in order to preserve neighborhood intrinsic qualities desired by community.	Planning & Zoning Committee	Ongoing				

RECREATIONAL, OPEN SPACE, AND CULTURAL ARTS

**Proctor will enhance the recreational and cultural facilities/opportunities available by utilizing public input, planning proactively, and implementing projects and programs to provide an array of opportunities to residents of all ability levels by providing equitable access to facilities that promote health and well-being of every member in the Proctor community.**

Goal	Objective	Strategy/***/Action Step	Lead Committee	Timeline	Status
	RC 1: Encourage the maintenance and expansion of the recreational trail and parks system throughout the City.		Parks & Recreation Committee	Ongoing	
		1.1: Inventory and document existing condition of City parks and trails, examining them for deterioration, maintenance needs, and infrastructure improvements.	Parks & Recreation Committee	Short Term	
		1.2: Develop action priorities and estimate costs of improvements.	Parks & Recreation Committee	Mid-Term	
		***1.2.1: Collaborate with Parks and Recreation Committee to discuss priorities and future projects.	Parks & Recreation Committee	Mid-Term	
		1.3: Explore opportunities for trail and recreational facilities expansion, including improvements to the City recreational center and the development of Kingsbury Creek, North Proctor Park, and other areas in the community.	Parks & Recreation Committee	Mid / Long Term	
		***1.3.1: Utilize public engagement strategies (public meetings, surveys, focus groups, etc.) to help outline desired facilities / recreational opportunities, potential trail expansion sites, and other prominent recreational issues.	Parks & Recreation Committee	Mid-Term	
	RC 2: Construct a community, multi-use facility to provide opportunities for multi-generational recreational use.		City Council	Mid-Term	
	RC 3: Explore and support efforts to update and enhance recreational facilities and utilities at the South St. Louis County Fairgrounds.		Parks & Recreation Committee	Short Term	
	RC 4: Incorporate recreational facilities into the Capital Improvement Plan process to ensure upkeep and continued quality of existing facilities.		City Council / Parks & Recreation Committee	Short Term / Ongoing	
	RC 5: Identify and explore recreational facilities, programs, and opportunities for all ages and abilities.		Parks & Recreation Committee	Short Term	
	RC 6: Support and fund efforts by the Beautification and Trees Committee to outline designs and projects to enhance the aesthetics of the community through plantings and other improvements.		City Council / Beautification & Trees Committee	Short Term / Ongoing	
	RC 7: Evaluate opportunities for Community Supported Agriculture (CSA) activities, which provide healthy food options available within the community.		Parks & Recreation Committee	Short Term	
		7.1: Provide open space for activities to take place if organized and requested by local organization(s)/individual(s).	City Council	Short Term	
RC 8: Continue to support and make improvements to local playground and recreational areas.		Parks & Recreation Committee	Ongoing		
RC 9: Research and evaluate feasibility of developing 'natural playscapes' and 'pocket parks' with low cost and low maintenance designs.		Parks & Recreation Committee	Short Term		
RC 8: Continue to monitor feasibility study on large scale multi-sport indoor facility and implement identified next steps if endorsed by community once completed.		City Council / Parks & Recreation Committee	Ongoing		

TOURISM AND NATURAL RESOURCES

**Proctor will preserve and invest in its historical and natural resources in order to provide a unique sense of place to its citizens and travelers visiting the area and resources that contribute to a physically-sustainable future that supports the health of Proctor’s environment and people.**

Goal	Objective	Strategy/Action Step	Lead Committee	Timeline	Status
	TNR 1: Ensure industrial businesses are buffered from existing and new residential development through zoning setbacks, green buffers, or other methods to minimize the impact on neighborhoods.		Planning & Zoning Commission	Ongoing	
	TNR 2: Encourage the reduction of light pollution by exploring opportunities to curtail and reverse any degradation of the night sky.		Planning & Zoning Commission	Mid-Long Term	
		2.1: Consider adoption of lighting ordinance, involving residential light height restrictions, light shielding/directional improvements, motion sensors, and/or other measures to prevent additional light pollution and preserve Proctor’s night sky.	Planning & Zoning Commission	Mid-Long Term	
	TNR 3: Encourage the preservation of the area’s history and culture.		Tourism Committee	Ongoing	
		3.1: Continue supporting the preservation of the area’s railroad history through the identification, preservation, and displaying of historic places and artifacts.	Tourism Committee	Ongoing	
		3.2: Seek federal and state grants and support local, grass roots efforts for historic preservation and renovation projects.	Tourism Committee	Ongoing	
	TNR 4: Improve and maintain City ‘gateways’, or areas commonly used for entrance to the City (i.e. Highway 2, Interstate Highway 35, Lavaque Road, etc.), to create a sense of arrival to residents and visitors alike. Improvements can include signage, art, natural environment enhancement, or others to improve aesthetics and sense of place.		Parks & Recreation / Tourism Committee / Beautification and Trees Committee	Short / Mid-term	
		***4.1: If possible, utilize local volunteers to make enhancements while minimizing cost.	Parks & Recreation / Tourism Committee(s) / Beautification and Trees Committee	Ongoing	
	TNR 5: Support improved access to community gardens.		Parks & Recreation Committee	Ongoing	
		5.1: Use public meetings to identify need and/or potential sites for community gardens.	Parks & Recreation Committee	Short / Mid-term	
		5.2: Address and revise land use zoning where necessary to make allowable use.	Parks & Recreation Committee / Planning & Zoning Commission	Short / Mid-term	
		5.3: Work with local interest group(s) to develop maintenance, distribution, and use partnership(s) prior to establishing garden.	Parks & Recreation Committee	Short / Mid-term	
TNR 6: Support moving large events to the fairground area, especially as improvements are completed to utilities and other facilities at the site.		Parks & Recreation / Tourism Committee(s)	Short / Mid-term		
TNR 7: Develop and implement a marketing strategy that highlights Proctor’s visitor-friendly features and inspires tourists to visit and stay in the City.		Tourism Committee	Short / Mid-term		

	Goal	Objective	Strategy/** Action Step	Lead Committee	Timeline	Status
<b>TRANSPORTATION</b>	<b>Proctor will provide a safe, efficient transportation system built for multiple modes of transportation (automobile, bicycle, pedestrian, public transit, etc.) and connects local and regional destinations creating a system that enables safe and healthy travel options and promotes equity for all socioeconomic backgrounds of Proctor citizens.</b>		T 1: Maintain local streets, sidewalks, and alleys on an established, routine schedule to continue to provide a well-connected, efficient, and sustainable transportation system that serves the needs of multiple user groups within the community.	Public Works/Utilities Commission	Ongoing	
			1.1: Develop a street improvement program that identifies and prioritizes road maintenance and improvement needs and integrates these needs with the City's Capital Improvement Program.	Public Works/Utilities Commission	Short / Mid Term	
			***1.1.1: Update and map an inventory of street pavements based on age and condition.	Public Works/Utilities Commission	Short / Mid Term	
			1.2: Work with the County and MnDOT to seek opportunities to coordinate street, sidewalk, and underground utility improvements with adjacent state or county highway projects	Public Works/Utilities Commission	Ongoing	
			T 2: Connect existing and new neighborhoods, public facilities, parks, schools, and other community destinations with the City's sidewalk and trail system(s).	Public Works/Utilities Commission	Ongoing	
			2.1: Use the existing/missing sidewalk system map in order to identify existing conditions and potential gaps/obstacles within the system. Consider connecting the missing segments of the system, building sidewalks around schools and transit stops, and replacing failing infrastructure.	Public Works/Utilities Commission	Short / Mid Term	
			***2.1.1: Coordinate with the ARDC or the Duluth-Superior Metropolitan Council to update the sidewalk inventory as projects are completed.	Public Works/Utilities Commission	Ongoing	
			2.2: Identify most critical/dangerous crossings and intersections in community.	Public Works/Utilities Commission	Short Term	
			***2.2.1: Work with MnDOT and other entities in order to improve safety via infrastructure improvements (signage, painted sidewalks, etc.).	Public Works/Utilities Commission	Ongoing	
			***2.2.2: Continue to monitor and plan for improvements at the 2nd street and U.S. Highway 2 intersection.	Public Works/Utilities Commission	Short / Mid Term	
			2.3: Ensure new development connects to existing sidewalk and road systems.	Public Works/Utilities Commission	Ongoing	
			T 3: Explore designating pedestrian space on roads without sidewalks with paint and/or other barriers to provide safe area for pedestrians and further connect overall sidewalk system.	Public Works/P&Z Commission	Short Term	
			T 4: Explore designating established bike route(s) within the community to connect neighborhoods with destinations like the Willard Munger State Trail, commercial areas, and other current and future amenities and utilize recommendations outlined in the Proctor/Hermantown Trail Plan.	Planning & Zoning Commission	Long Term	
			4.1: Utilize public engagement meetings for open discussion with stakeholders regarding desirable routes within the City.	Planning & Zoning Commission	Mid-Term	
			4.2: Consider incorporating bicycle facilities like painted lanes, sharrows, designated signs, and others to improve the accessibility and safety of the overall system.	Planning & Zoning Commission	Short Term	

TRANSPORTATION	Goal	Objective	Strategy/** Action Step	Lead Committee	Timeline	Status
	<b>Proctor will provide a safe, efficient transportation system built for multiple modes of transportation (automobile, bicycle, pedestrian, public transit, etc.) and connects local and regional destinations creating a system that enables safe and healthy travel options and promotes equity for all socioeconomic backgrounds of Proctor citizens.</b>	Objective T 5: Continue to maintain wayfinding and street signage to ensure ease of navigation throughout the community.		Public Works/Utilities Commission	Ongoing	
			T 5.1: Identify areas and streets where signs need to be replaced and/or added to support safety and ease of travel.	Public Works/Utilities Commission	Short / Mid Term	
		T 6: Promote and support public transit opportunities, including the Duluth Transit Authority (DTA) and Arrowhead Transit		City Council/P&Z Commission	Ongoing	
			6.1: Work with surrounding communities and other partners to help improve transit availability.	City Council/P&Z Commission	Ongoing	
			6.2: Review transportation options, specifically for those in wheelchairs and with limited mobility, and collaborate with potential partners to enhance available services.	City Council/P&Z Commission	Short Term / Ongoing	
		T7: Evaluate creating 'Living Streets' policy to provide for sustainable, ADA, multi-modal streets designs when completing improvement projects.		City Council/P&Z Commission	Mid-Term	
		T8: Collaborate with School and support safety enhancement projects in Safe Routes to School planning efforts.		City Council/P&Z Commission	Short Term	
			8.1: Provide representation during Safe Routes to School planning process, and also during the development of other improvement projects when needs dictate.	City Council/P&Z Commission	Shor Term	
		8.2: Collaborate with the school to incorporate Safe Routes principles into accessing local school sites.	City Council/P&Z Commission	Short Term / Ongoing		
INTERGOVERNMENTAL COOPERATION	Goal	Objective	Strategy/** Action Step	Lead Committee	Timeline	Status
	<b>Proctor will work cooperatively with neighboring communities, St. Louis County, the State of Minnesota, and other public and private entities to provide cost effective, high quality public services to residents throughout the community on issues of cultural, economic, environmental, equitable, health, and social significance.</b>	IGC 1: Collaborate with neighboring communities to enhance capacity, strengthen regional relationships, and address consolidation of services when possible.		City Staff/Council	Ongoing	
		IGC 2: Collaborate with St. Louis County, the State of Minnesota, and other entities, and their respective officials.		City Staff/Council	Ongoing	
			2.1: Proactively collaborate with and inform St. Louis County and State of Minnesota officials of the needs in Proctor regarding resources, housing, economic development, transportation, & other issues	City Staff/Council	Ongoing	
		IGC 3: Collaborate with regional entities, like Healthy Northland, local Statewide Health Improvement Program (SHIP) coordinators, the Arrowhead Regional Development Commission, the Duluth-Superior Metropolitan Interstate Council, and other stakeholders, to implement active living, public health, and other related improvements and programming to promote healthy lifestyles in the community.		City Staff/Council	Ongoing	
		IGC 4: Collaborate with Proctor Public Schools and area universities/colleges, such as the College of St. Scholastica, the University of Minnesota Duluth, the University of Wisconsin Superior, Lake Superior College, and other higher learning institutions, to support partnerships that simultaneously enhance student learning and community development.		City Staff/Council	Ongoing	
		IGC 5: Continue to explore annexation opportunities in surrounding area where expansion of services can be deemed appropriate.		Planning & Zoning Commission	Ongoing	

**Proctor will continue commitment towards efficient infrastructure and maintenance for City structures, parks, trails, water and sanitary systems, roads, and other public facilities through a systematic short-range planning process to ensure the health of and equitable transfer of resources to Proctor citizens.**

Goal	Objective	Strategy/** Action Step	Lead Committee	Timeline	Status
	UC1: Create Capital Improvement Planning (CIP) process that annually implements and reviews priorities to continue to provide adequate infrastructure (including roads, sidewalks, water/wastewater facilities, etc.) to the community while balancing financial constraints in a systematic process.		Public Works / Utilities Commission	Short / Mid-Term	
		1.1: Review existing conditions of utilities to determine rehabilitation/replacement priorities.	Public Works / Utilities Commission	Short Term	
		***1.1.1: Develop/improve an inventory of above- and below-ground infrastructure based on age and condition.	Public Works / Utilities Commission	Short / Mid-Term	
		***1.1.2: Investigate the feasibility of acquiring and utilizing asset management software.	Public Works / Utilities Commission	Short / Mid-Term	
		1.2: Consider upcoming State and County projects when prioritizing improvements.	Public Works / Utilities Commission	Ongoing	
		***1.2.1: Continue an annual communication routine with state and local officials designed to getting updated information from state and county officials about projects being planned within and around Proctor.	Public Works / Utilities Commission	Ongoing	
		1.3: Optimize public investments in infrastructure by 1) seeking to incorporate infrastructure improvements as parts of redevelopment projects and 2) avoiding extensions of infrastructure in advance of guaranteed development projects.	Public Works / Utilities Commission	Ongoing	
	UC2: Research and consider revised assessment policy to lessen burden on property owner while still being able to complete projects.		Public Works / Utilities Commission	Short Term	
	UC 3: Incorporate the Proctor recommendations from the 2013 St. Louis County Hazard Mitigation Plan into planning process to reduce potential damage costs due to natural disasters.		Public Works / Utilities Commission	Ongoing	
		3.1: Annually address, implement, and monitor projects and mitigation strategies identified in 2013 St. Louis County Hazard Mitigation Plan.	Public Works / Utilities Commission	Annually	
3.2: Include Infrastructure and other mitigation improvements into Capital Improvement Planning (CIP) process when addressing annual maintenance/improvements.		Public Works / Utilities Commission	Ongoing		
UC 4: Evaluate a new location for public works building and identify strategy to move it when possible.		Public Works / Utilities and P&Z Commission	Short / Mid-Term		
UC 5: Explore opportunities to consolidate services and save costs when possible.		Public Works	Ongoing		

	Goal	Objective	Strategy/***/Action Step	Lead Committee	Timeline	Status	
UTILITIES AND COMMUNITY INFRASTRUCTURE	Proctor will continue commitment towards efficient infrastructure and maintenance for City structures, parks, trails, water and sanitary systems, roads, and other public facilities through a systematic short-range planning process to ensure the health of and equitable transfer of resources to Proctor citizens.	UC 6: Extension of public utilities should be based on a cost-benefit evaluation of service capacities, land use, service needs, and natural features, such as; topography, wetlands, and vegetative cover; and public utility proposals should be carefully evaluated to ensure compatibility with the approved Comprehensive Plan and projected land use needs.		Public Works / Utilities Commission	Ongoing		
		UC 7: Explore permeable alternatives to traditional curb and gutter projects.		Public Works / Utilities Commission	Short / Mid-Term		
			7.1 May involve creating 'Living Streets' policy which provides design options for both alternative forms of transportation and also city streetscape/vegetation options when undertaking road improvement projects.	Public Works / Utilities and P&Z Commission / Beautification and Trees Committee	Ongoing		
IMPLEMENTATION	Goal	Objective	Strategy/***/Action Step	Lead Committee	Timeline	Status	
	Proctor will actively work as an entity and with stakeholders to complete the strategies and projects identified in the comprehensive plan and will review and update implementation priorities and status annually.	I 1: Develop an implementation checklist that lists each strategy action item in the plan and organizes them in a spreadsheet with some general implementation steps, responsible entities, and a timeframe.			City Staff	Short Term	Completed
			1.1: Annually review the implementation checklist at a public meeting to determine each step's implementation status and to re-determine each step's current priority level. Utilize this meeting as a public hearing/engagement session to continue incorporating public priorities into investment decisions.		City Staff/Council	Annually	
			1.2: Change, update, or end actions that need alterations or have been completed and add new actions as project priorities emerge.		City Staff/Council	Ongoing	
			I 1.3: Undertake public planning update process every five years.		City Staff/Council	5 Years	
			I 2: Monitor available grant opportunities to leverage funds to implement larger scale projects.		City Staff/Council	Ongoing	
			2.1: Continue communication with grantors (i.e. MnDOT and Minnesota DNR) to be aware of possible grant solicitations and parameters for eligible projects.		City Staff/Council	Ongoing	
			2.2: Utilize ARDC in order to gain technical assistance for project applications, management, small scope planning, GIS mapping, and other services offered when deemed necessary.		City Staff/Council	Ongoing	

## Appendix B: 2011 Kirkus Street Study

Prepared by the Duluth-Superior Metropolitan Interstate Council



## **Kirkus Street Land Use Plan – Summary**

The Kirkus Street Land Use Plan encompasses a study area that includes a new street and its surrounding corridor, covering nearly one-third of the City of Proctor. Kirkus Street will be a two-lane road that is one mile long and connects the eastern (Boundary Avenue) and western (Ugstad Road) boundaries of the City of Proctor. The roadway will provide a direct east-west connection in the southern half of Proctor. More importantly, this roadway will provide a grade-separated and therefore much safer alternative to the at-grade railroad crossing at 2<sup>nd</sup> Street.

In addition to the importance to the City of Proctor's transportation system, Kirkus Street will also open up a largely undeveloped section of the city to possible new development. The City of Proctor and the Duluth-Superior Area has made a large investment in this roadway and accompanying utility infrastructure. Therefore, this study has taken a proactive approach to examining the possible future land uses for this area. In addition, this plan is recommended in the latest Proctor Comprehensive Plan in order to give the city guidance in future zoning decisions.

### **Overview**

The study reviewed Proctor Comprehensive Plan Vision for this area, housing and retail trends, and local and regional transportation patterns. The overall vision for this corridor is one that incorporates the significant viewshed from all directions, especially to and from I-35, the recreation and trail options, and the natural green spaces. In addition, the future land uses will strengthen the character of Proctor and provide for a variety of uses, possibly including a farmers market, a recreational complex, and a mixed use of residential and commercial buildings to serve an aging population. Most importantly, this area will allow for services and uses not already existing in the area.

### **Recommendations**

The Kirkus Street Land Use Plan contains a number of recommendations for the land adjacent to Kirkus Street and the area surrounding the corridor.

#### **Transportation Recommendations:**

- Allow and plan for future road connections to have access to Kirkus Street. Since the street is a local thoroughfare, not a regional one, there is not a need to limit accesses to this corridor. By providing connections, this roadway will become more integrated into the existing roadway network.
- Provide for pedestrian and bicycle connections to the new development from existing roads.
- Utilize this area for a major paved, non-motorized trail connection to the Munger Trail.
- Connect existing parks, open spaces, and community facilities with trail corridors.
- New development will include sidewalks and/or pathways to ensure walkability.

### **Design Recommendations:**

- Include design requirements that call for new structures along Kirkus Street to have a street front presence, particularly along the section of roadway that faces the park/community space.
- The placement and width of the sidewalk on the south side of Kirkus Street will be constructed based on type of future development.
  - Residential uses will have a boulevard.
  - Mixed uses (retail, commercial on first floor will have a wider abutting sidewalk.
- Off-street parking will be located on the side and back of the buildings.
- On-street parking will be allowed.

### **Open Space & Recreation Recommendations:**

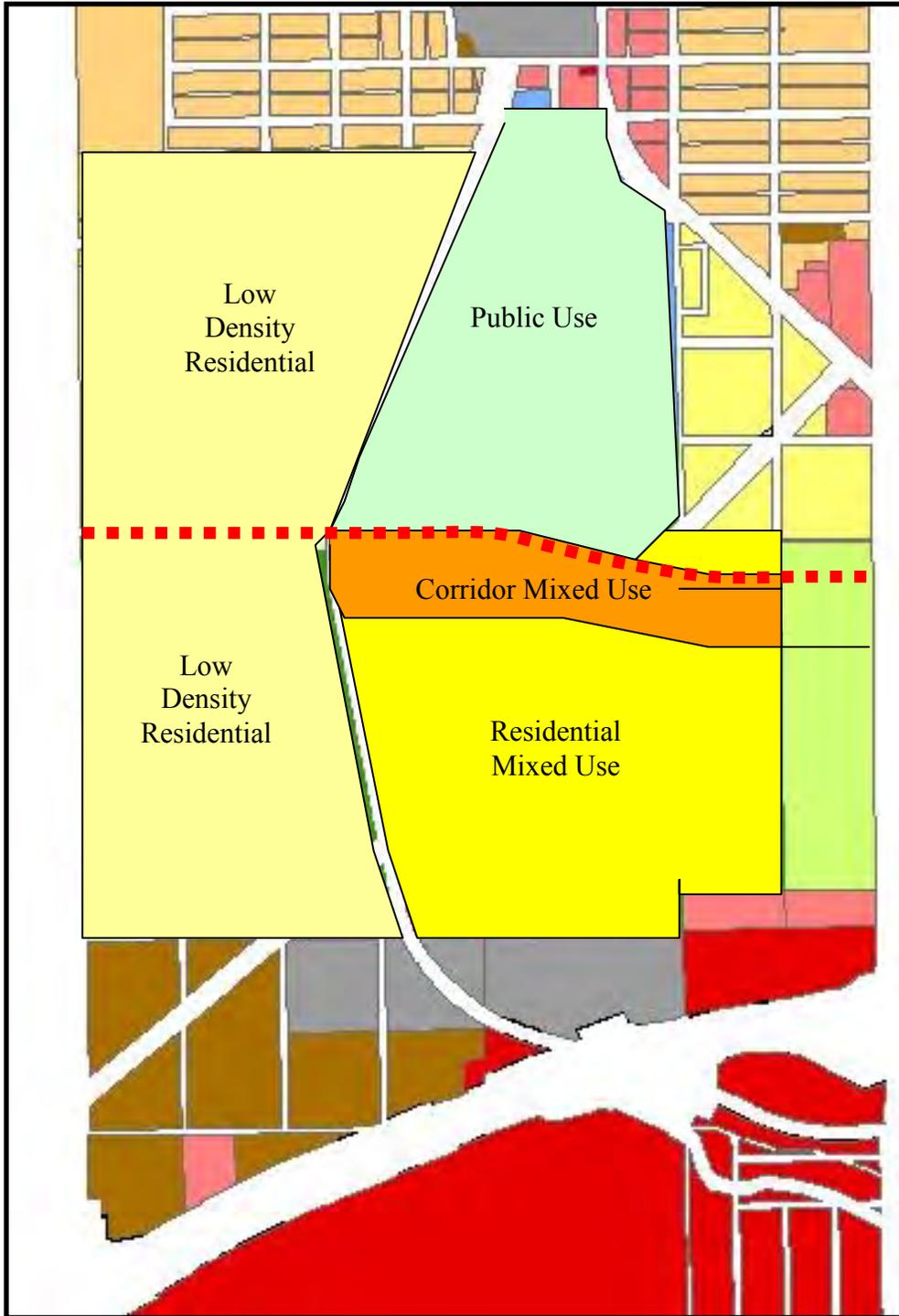
- Preserve viewsheds and natural (urban wilderness) areas.
- Allow for community facilities that either do not exist in Proctor or need new and/or improved spaces.
- Connect with existing hiking trails, including the Superior Hiking Trail.
- Create a new hiking trail along Kingsbury Creek.

### **Land Use Recommendations:**

These recommendations provide a vision and framework for the City of Proctor. Based on these future land use recommendations, the city will revise its zoning ordinances to reflect these recommendations.

- Corridor Mixed Use – consists of mixed of residential types and small scale retail uses houses within the same building along the Kirkus Street corridor, where the buildings are oriented to the street.
- Low Density Residential – consists of housing types and tenure (rental or owned), including smaller, single-level residences on smaller lots, and multi-family residential units, particularly duplex units.
- Public Use – consists of park and recreational facilities, open spaces, and government facilities, including both city and school district uses.
- Residential Mixed Use – consists of one or more lots developed as a cohesive unit and designed with a blend of various compatible uses such as commercial, residential and institutional. The uses may be located in the same building or in separate buildings. A mixed-use district does not exclusively consist of live/work units, but instead allows for them.

Below is the Future Land Use Map.





## Appendix C: 2016 Existing Conditions and Future Opportunities Survey

Prepared by the Duluth-Superior Metropolitan Interstate Council



# TRANSPORTATION IN PROCTOR, MN: A SURVEY OF EXISTING CONDITIONS AND FUTURE OPPORTUNITIES



*Guiding the Future of Transportation for the Twin Ports Area*

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## DULUTH-SUPERIOR METROPOLITAN INTERSTATE COUNCIL

### *Member, Staff and Advisory Committee Listing*

November 2015

MIC Policy Board	Transportation Advisory Committee
Broc Allen – Douglas Co. Suburban Townships	Bryan Anderson – MnDOT
Ed Anderson – City of Superior Citizen Rep	David Bolf – City of Hermantown Engineering
Nick Baker – Douglas County Board ( <i>WI Co-chair</i> )	Jim Foldesi – St. Louis County ( <i>Vice Chair</i> )
Warren Bender – Superior Common Council	Josh Gorham – Bike/Pedestrian Rep
Wayne Boucher – City of Hermantown	Jason Jackman – Douglas County Engineering
David Brenna – City of Proctor	Todd Janigo – City of Superior Engineering
Earl Elde – St. Louis County Suburban Townships	Dennis Jensen – Duluth Transit Authority
Zach Filipovich – Duluth City Council	John Judd – City of Duluth Planning
Graham Garfield – Superior Common Council	John McDonald – MnDOT
Frank Jewell – St. Louis County	Cari Pedersen – City of Duluth Engineering
Duane Johnson – St. Louis Co. Suburban Townships	Heather Rand – MN Dept. of Economic Dev.
Rosemary Lear – Douglas County Board	Steven Robertson – City of Duluth Planning
David Montgomery – Duluth Citizen Rep ( <i>MN Co-chair</i> )	Jim Rohweder – City of Proctor
Wayne Nelson – Duluth Transit Authority	Jason Serck – City of Superior
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Robert Herling, Planner*	
Andy McDonald, Principal Planner	
Eric Miller, GIS Specialist**	
Rondi Watson, Planning Assistant	
* <i>Project Lead</i> ** <i>Project Contributor</i>	

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## ***Introduction***

The Duluth-Superior Metropolitan Interstate Council (MIC) was asked to assist the Regional Planning staff of the Arrowhead Regional Planning Commission (ARDC) with the transportation element of an update comprehensive plan for the City of Proctor, MN. What follows is a summary and assessment of existing and future conditions as they relate to transportation issues in the community.

This report has been produced for the benefit of ARDC staff and Proctor community members in consider how to update the goals, objectives, and strategies of the updated plan—specifically as they relate to planned future investments in transportation infrastructure.



### ***About the MIC:***

*The MIC is the designated Metropolitan Planning Organization (MPO) for the area that includes Duluth, Superior, Hermantown, Proctor and surrounding townships on both sides of the bridge. MPOs ensure that transportation infrastructure investments are planned cooperatively by all local jurisdictions (city, county, state and townships). MPOs exist across the United States for population areas over 50,000.*

*The goal of our planning process is ultimately to encourage local policy decisions and put forward transportation projects for federal funding that will enhance livability and optimize the movement of people and goods within the Duluth and Superior metropolitan area.*



### Mode Choice & Travel Behavior

The City of Proctor has an estimated population of 3,055 people, with approximately 1,472 (48%) working individuals over the ages of 16. The travel commuting behavior and mode choices of these community members is important because it represents the greatest segment of travel demand to and from the city. As shown in Figure 1, the vast majority of these workers, 81.6% (1,181) commute to work alone via a motor vehicle, followed by 11.1% (160) who carpool via motor vehicle. This is a pattern that is also supported by data regarding the number of vehicles per household. As Figure 2

shows, nearly 93% of Proctor households own 1 or more vehicles, a trend that is shared between homeowners and renters alike (see Figures 3 and 4).

Of the 1,583 number of people living in Proctor who do not work, 841 are of ages 16 and older. Because many goods and services within the Duluth-Superior area exist outside of Proctor (e.g. grocery store), it can be assumed there is significant travel demand associated with this segment of the community as well. As the individuals in this segment continues to age, mobility challenges are expected to increase.

Figure 1: Commute mode: Workers ages 16 and older

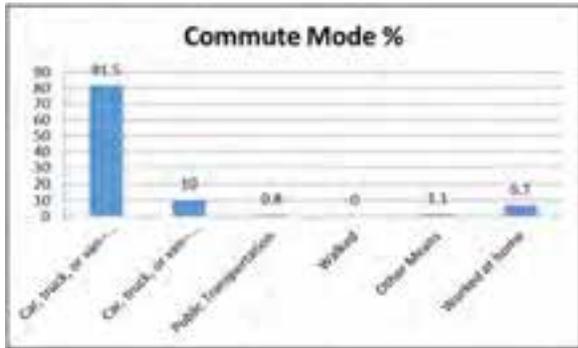


Figure 3: Vehicle ownership by home owners



Figure 2: Vehicle ownership by household



Figure 4: Vehicle ownership by renters

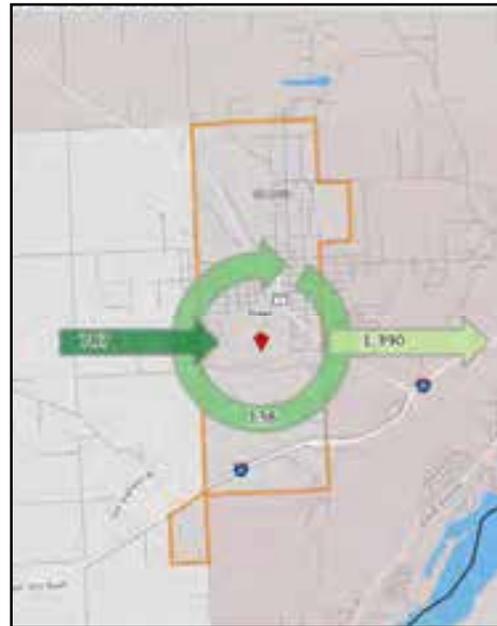


According to 2013 estimates from the Census Bureau’s Longitudinal Employment-Household Dynamics (LEHD) data, 1,390 (91.1%) of workers living in Proctor commuted to jobs outside the city boundary, while 136 (8.9%) both lived and worked in Proctor. By contrast, it is estimated that 787 people—more than half the size of Proctor’s working population—commuted to jobs within Proctor (see Figure 5).

### *Existing Travel Demand*

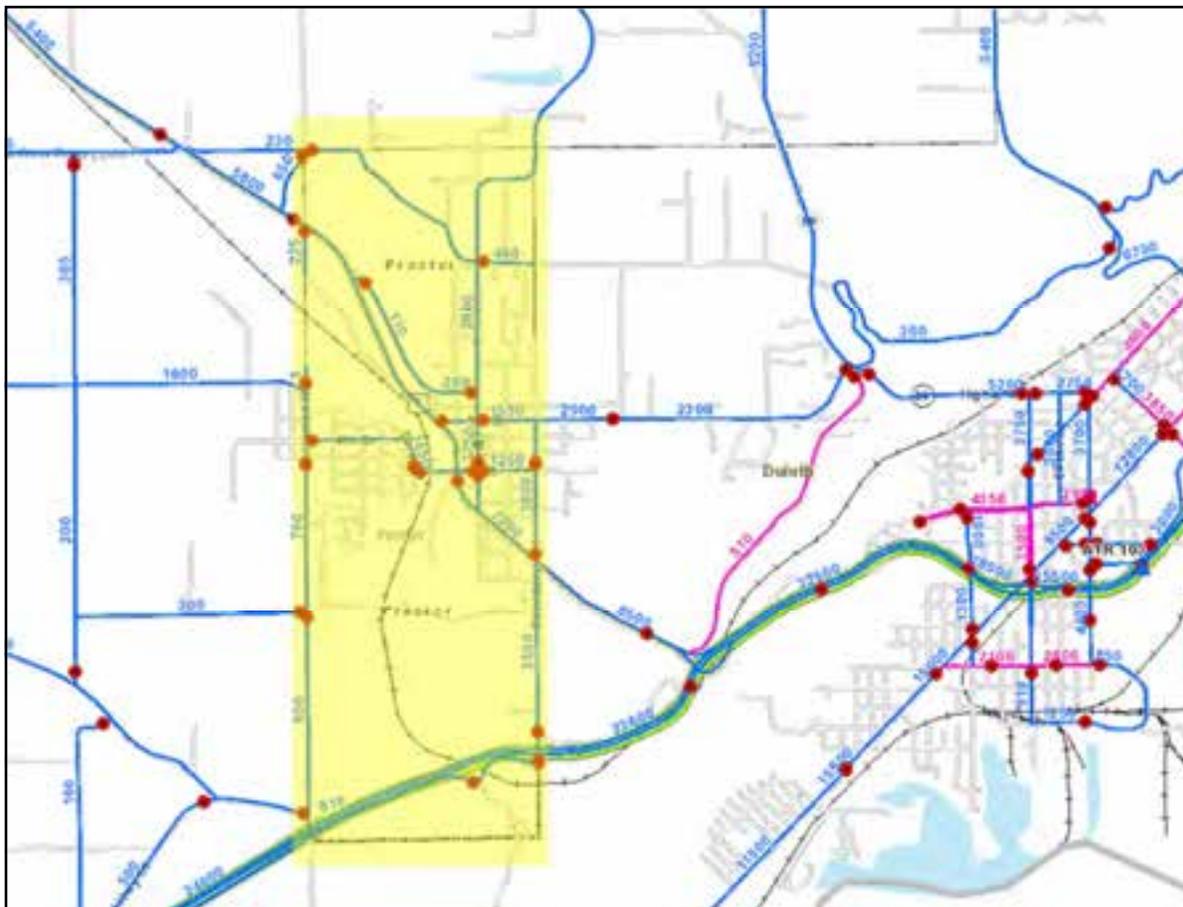
Figure 6 below displays the annual average daily traffic (AADT) in and around Proctor for the year 2013. It shows that next to I-35

Figure 5: Workforce commuting pattern—Proctor, MN (Year 2013)



Source: U.S. Census Bureau: On the Map (2015)

Figure 6: Average annual daily traffic (AADT) in Proctor, MN (Year 2011)



Source: MnDOT Traffic Mapping Application (2015)

(which carries an estimated 23,600 vehicles daily through Proctor), U.S. Highway 2 facilitates the greatest number of vehicle movements (7,200 AADT) within the community.

Other functionally classified routes that serve the community are listed below and also shown in Figure 7. These routes are not only important from a regional transportation perspective, but they represent state- and county-managed facilities.

- Boundary Avenue  
(Major Collector; 3,800 AADT)
- 4th Street/5th Avenue  
(Minor Collector; 1,650 AADT)
- 2nd Avenue  
(Minor Collector; 2,800 AADT)
- 5th Street  
(Major Collector; 1,500 AADT)
- 2nd Street  
(Minor Collector; 1,250 AADT)
- Skyline Parkway  
(Major Collector; 4,200 AADT)
- Thompson Hill Road  
(Major Collector; 810 AADT)

The trend in travel demands on the arterials and major collector routes in Proctor are shown in Figure 8, while the trends on the city's minor collectors are shown in Figure 9. More recent data (2013) was available for U.S. Highway 2, which suggests that the decline in travel demand of recent years is reversing.

One route in Proctor that stands out in terms of its traffic demand is 2nd Avenue. While levels of traffic have remained relatively flat on other streets, traffic on 2nd Avenue has grown by 48%

Figure 7: Functionally classified roadways in Proctor, MN



Figure 8: AADT trends on arterial and major collector routes in Proctor, MN

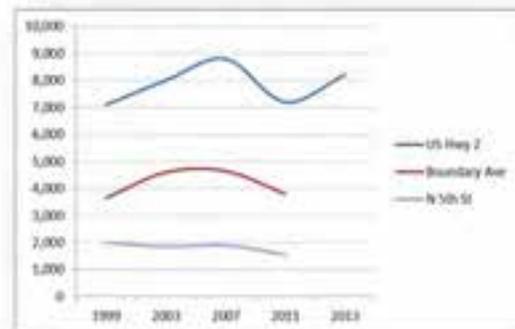
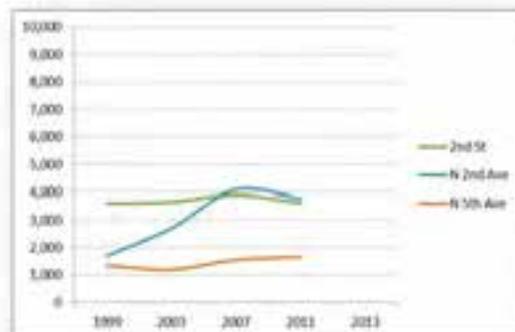


Figure 9: AADT trends on minor arterial routes in Proctor, MN



between 1999 and 2011, an increase of more than 600 vehicles a day. 2nd Avenue is a collector route that facilitates traffic between Proctor and Hermantown, which has been the fastest growing community in the Duluth area since the year 2000. It is assumed that the increase in traffic also reflects additional apartment units and commercial activity along the avenue over the past 15 years.

***Forecasted Travel Demand***

Future modeling of a 20-year growth in households and employment were done as part of the long-range regional transportation plan for the Duluth-Superior metropolitan area: *Connections 2040*. Part of that effort included modeling the future travel demand that might result from such growth. Under an “aggressive” growth scenario, Proctor was forecasted to grow by 130 households and 1,000 jobs by 2040.

Back in the fall of 2013, when the MIC was developing its forecasts and updating its model, MIC staff met with City of Proctor and St. Louis County staff to determine where growth was likely to occur. Figure 10 shows how future households were allocated across the city as a result of those discussions. Figure 11 shows how added future jobs were allocated.

It is important to emphasize that the growth forecasts are merely gross estimates used for the purposes of long-term planning. The

Figure 10: Forecasted growth in households (2040)



Figure 11: Forecasted growth in jobs (2040)

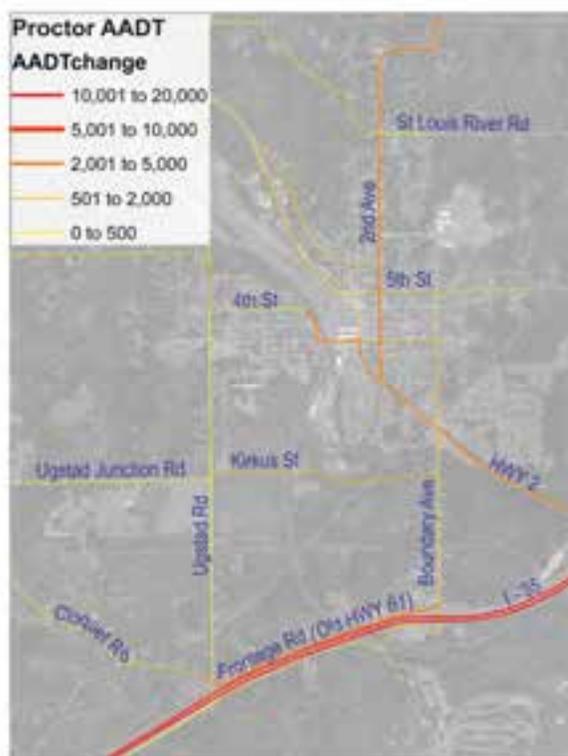


intent of the forecasting is not to try and predict growth as much as it is meant to help communities better conceptualize the possible planning and investments that should be done in the short- and mid-term in anticipation of the *degrees and patterns* of development that may occur.

Figure 12 shows the estimated changes in daily traffic volumes predicted by the MIC's long range travel demand model based on the future household and job forecasts. A few routes are worth noting. The biggest growth in traffic (~16,000 vehicles per day) is shown along I-35. This represents primarily an increase in commuter traffic from growth that is expected to occur in communities further southwest of the Duluth-Superior area. The route with the next largest increase in traffic (~5,000 vehicles) is 2nd Avenue/Lavaque Road, which represents additional traffic from the City of Hermantown which is also expected to experience significant growth in the coming decades. U.S. Highway 2 between downtown Proctor and I-35 is also forecasted to grow by about 4,000 vehicles as it receives additional traffic from growth occurring in both Proctor and Hermantown.

Lastly, the north frontage road along I-35 (a.k.a. Old Highway 61) is forecasted to grow by about 4,000 vehicles as result of additional commercial and employment growth expected to occur in the southern part of the city. It is expected that this

Figure 12: Forecasted change in AADT (2040)



growth will naturally orient itself along I-35 instead of Kirkus Street because of the higher levels of exposure and convenient access that the interstate provides. It is for this reason the Minnesota Design Team (MDT) had also envisioned future commercial development congregating along I-35 in the future and a pattern of residential development occurring along Kirkus Street away from all the traffic and activity near the interstate (see Figure 13 on the following page).

The MDT had also envisioned a series of future accesses and street connections Old Highway 61, which would be a natural response to the type of development and

growth in traffic that is being forecasted there (see Figure 14).

The construction of such connections is not without consequences. If unplanned, and left to occur in piecemeal over time, the development forms can become overly oriented to automobile traffic at the detriment walking or biking. As trail connections are being planned in this area, the potential impacts of future development patterns should continue to be considered.

Other consequence of additional street connections is increases in the costs associated with the ongoing maintenance of additional infrastructure.

Figure 13: Future land uses between Kirkus Street and I-35 ( residential is yellow; red is commercial); MN Design Team, May, 2015.

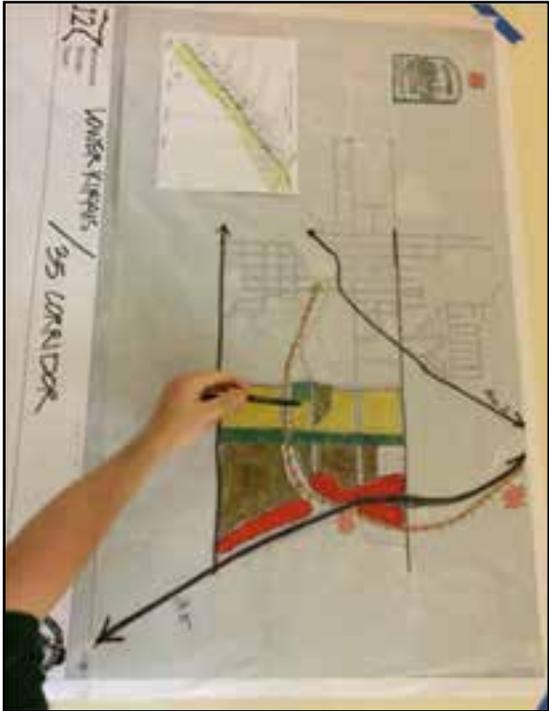
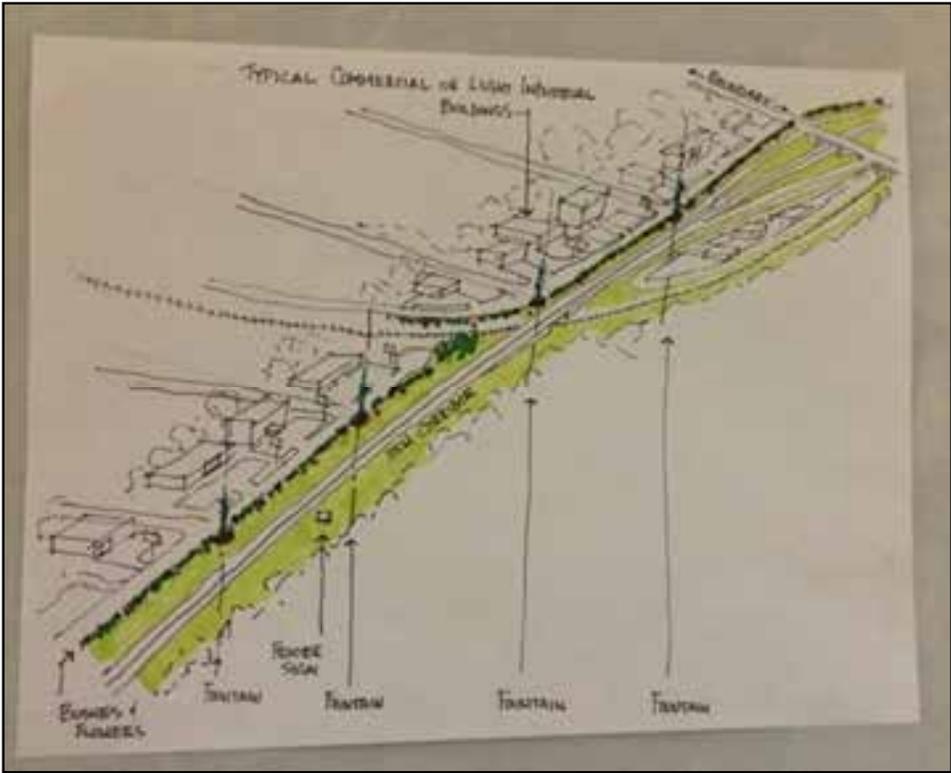


Figure 13: Concept drawing of future access and street connections to Old Hwy 61 (MN Design Team, May, 2015).



### *Transit Service & Demand*

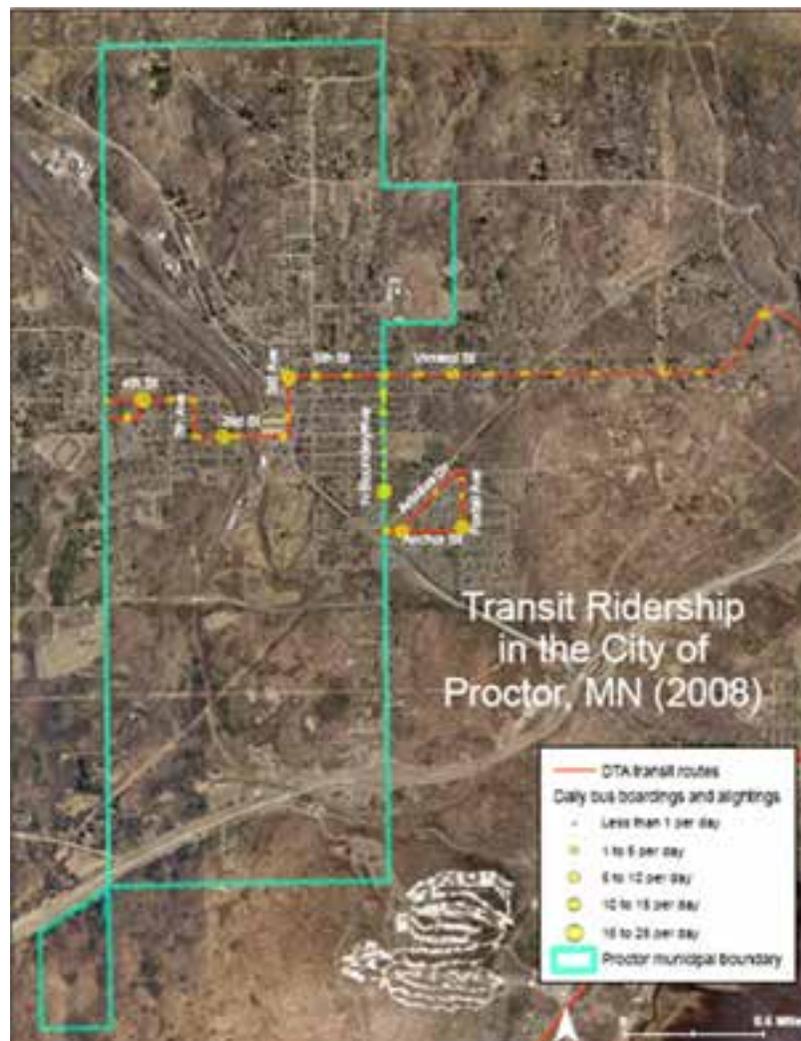
Figure 14 shows the existing DTA bus route that serves Proctor. The bus stops are represented by circles that vary in size according to the average number of passengers getting on and off the buses there.

There is a combined 255 bus boardings and alightings occurring per day within Proctor's municipal boundaries. If it were

assumed that those trips were made exclusively by Proctor residents who each made one departure and return trip per day, it would equal 4% of the population.

Approximately 51% of the ridership demand is occurring at four bus stops in the city. Those bus stops are: 4th Street between 9th Avenue and 8th Avenue; 2nd Street at 6th Avenue; 5th Street at 3rd

Figure 14: DTA bus route and passenger demand by bus stop



Avenue; and Boundary Avenue at Grove Street. While demand at the 2nd Street and 5th Street stops make sense based on the population densities of population and activities nearby, the other two have characteristics that are worth noting.

An average of 33 people are getting on or off a DTA bus at the 4th Street stop in western Proctor (Figure 15). It is the second-most used stop in the city, despite the fact there are no adjacent land use activities directly adjacent to it, and the stop is not supported with any amenities, such as a shelter or benches. It also lacks sidewalk

connection on the south side of the street (Figure 16). It is believed that the attraction of this stop might be the fact that it is a lay-over stop used by the DTA drivers to maintain their headways: the bus is there longer, and thus more people get on it there. At a minimum, this stop could be improved with sidewalk connections. It is recommended that this stop get looked at more closely as a candidate for possible future enhancements.

The bus stop that gets the most use in Proctor is at the intersection of Boundary Avenue and Grove Street (Figure 17). An

Figure 15: Bus stop location on 4th Street between 9th Avenue and 8th Avenue.



Image Source: Google Earth, modified (2015)

Figure 17: Bus stop location on Boundary Avenue at Grove Street



Image Source: Google Earth, modified (2015)

Figure 16: Street view of bus stop on 4th Street between 9th Avenue and 8th Avenue



Image Source: Google Maps (2015)

Figure 18: Street view of bus stop location on Boundary Avenue at Grove Street



Image Source: Google Maps (2015)

average of 44 people are getting on or off the bus there on a daily basis.

Similar to the stop at 4th Street, there is not a lot of trip-attracting land uses directly adjacent to the stop. The stop is also not served by sidewalks. There are more than 3,500 vehicles a day on that road, driving in excess of 30 mph. For safety reasons, it is recommended that this stop also be looked at as a candidate for future enhancements.

While current transit demand is not particularly high, it is recognized that a substantial amount of the community's population is aging. Many in this cohort may prefer to "age in place", yet many are also likely to experience increasingly limited income and physical mobility. Thus, there may also be increasing demand for transit services and amenities from these groups.

### *Sidewalks*

Figure 19 shows the City of Proctor's existing sidewalk network, the relative condition of those sidewalks, and the location of DTA bus stops. From the image, it can be seen that some key bus stops lack quality sidewalk connections.

A significant gap in the sidewalk network exists on the eastern edge of the city. As shown in Figure 20, there no sidewalks connecting the intersection of US Highway 2 & Boundary Avenue with the rest of the city. The traffic signal at the intersection also lacks the signal heads and programming

Figure 19: Sidewalk condition and location of bus stops in Proctor, MN.

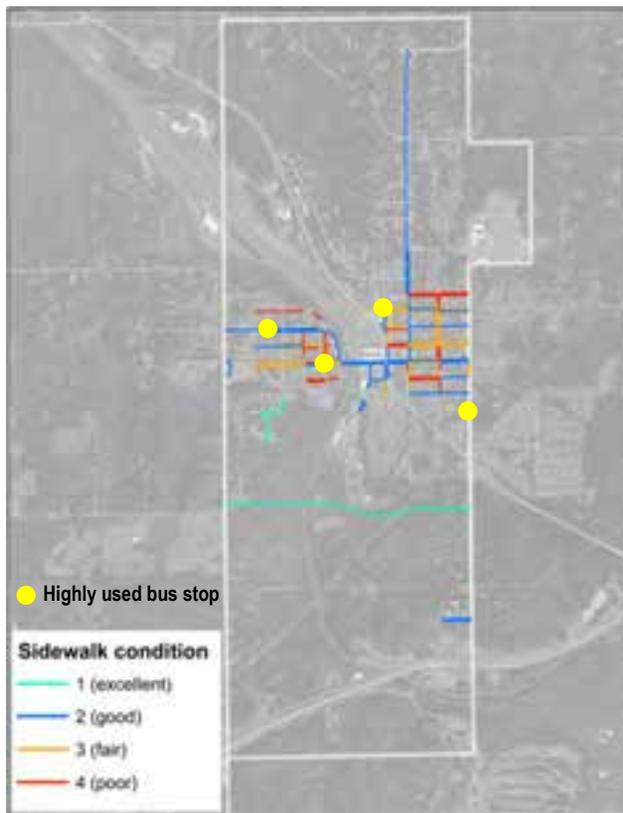


Figure 20: Condition of sidewalk miles in Proctor by the road type.



Image Source: Google Earth, modified (2015)

to support pedestrian crossings across Boundary Avenue. Given the commercial activity that exists around the intersection and the large population of people living in the trailer homes adjacent to Boundary Avenue, the City of Proctor should work with the City of Duluth and MnDOT to address the sidewalk gaps and insufficient signal support in order to serve the demand for pedestrian movements in the area.

Figure 21 shows the condition of Proctor sidewalks is organized to road ownership. By comparison, Proctor owns the most sidewalk miles, as well as the most miles in poor condition (1.7 miles, 16%).

**Condition of Roadways**

Although the MIC was not able to inventory the condition or age of the roadways within the City of Proctor, it is believed that the majority of the City’s street pavements are 20 years older or more (see Figure 22). Deferring the maintenance of pavements results in the increased life-cycle costs of those facilities. It is therefore important to have a good inventory of the age and existing pavement conditions of the city-owned streets in order to prioritize maintenance and capital investments in coming years.

Another important strategy for managing the financial burden of infrastructure maintenance is to look for opportunities to synchronizing the repairs of underground utilities or facilities adjacent to the roadway

Figure 21: Condition of sidewalk miles in Proctor by the road type.

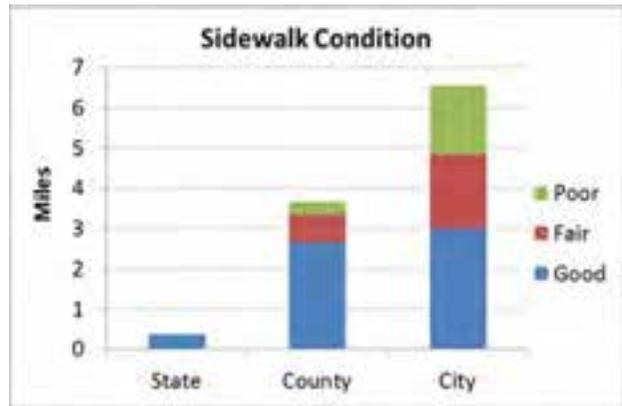
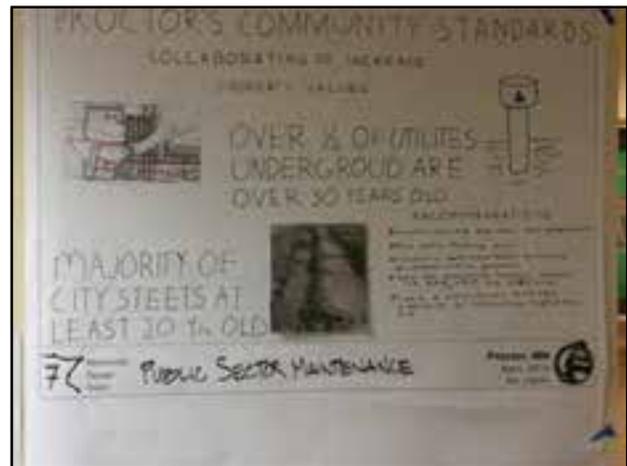


Figure 22: Summaries of the condition of Proctor streets and underground utilities (MN Design Team, May, 2015).



(such as sidewalks) with scheduled road construction projects.

Another important strategy for managing the financial burden of infrastructure maintenance is to look for opportunities to synchronizing the repairs of underground utilities or facilities adjacent to the roadway (such as sidewalks) with scheduled road construction projects.

For this reason, the MIC recommends that the City of Proctor conduct annual consultations with state, county, and regional transportation personnel regarding the short-, mid-, and long-term maintenance

plans for the routes in and around Proctor.

Table 1 below contains a list of the MnDOT and St. Louis County highway projects currently being planned in and around Proctor over the next 20 years. From that table, it can be seen that St. Louis County is planning to do improvement projects on the majority of their roadways within Proctor's city limits within the next two years.

The information represented in the table is subject to change, so Proctor officials are encouraged to revisit this list with state and county officials on an annual basis, and even more regularly with county officials in the coming years.

Table 1: List of known roadway improvement projects being planned for in and around Proctor, MN within the next 20 years.

Route	Project Description	Project Type	Jurisdiction	Timeline
Mountain Dr.	Spirit Mountain Pl. to Lindahl Rd.	Resurfacing	St. Louis County	2016
Ugstad Rd.	From Proctor High School to Mountain Dr.	Reconstruction	St. Louis County	2017
4th St.	Ugstad Rd. to 2nd St.	Resurfacing	St. Louis County	2017
5th St.	US 2 to Boundary Ave.	Resurfacing	St. Louis County	2017
Boundary Ave.	US 2 to Vinland Ave.	Resurfacing/ Rehabilitation	St. Louis County	2017
Ugstad Rd. and St. Louis River Rd.	US 2 to Boundary Ave.	Resurfacing	St. Louis County	2017
Lavaque Rd.	US 2 to 5th St.	Resurfacing	St. Louis County	2017
Old Highway 2	US 2 to 2nd Ave.	Resurfacing	St. Louis County	2017
I-35	Over CNRR Replace Br No 6501	Reconstruction	MNDOT	2020-2024
I-35	Thompson Hill From N End Br over DMIR RR to N End Br 69879 Over TH 23	Reconstruction	MNDOT	2020-2024



dialogue with MnDOT officials about monitoring conditions and programming possible safety improvements at the intersection of U.S. Highway 2 and 2nd Street.

There were two pedestrian strikes reported between 2005 and 2014, neither of which resulted in severe injury. The locations were at 3rd Street at Ugstad Road (2010) and on U.S. Highway 2 at 5th Street (see Figure 26). Both incidents occurred in 2010. The incident at U.S. Highway 2 involved a 27 year old trying to cross the highway, who

was not cited as being at fault for the crash. The incident on 3rd Street involved a 12 year old crossing 3rd Street, who apparently failed to yield to traffic.

There was one reported case of a vehicle striking a pedestrian over the 10 year period. The crash occurred on 2nd Avenue at 5th Street in 2011 (see Figure 27). The report indicates that a 6 year old cyclist failed to yield to traffic when crossing the avenue on his bike.

Figure 26: Locations of vehicle pedestrian crashes in Proctor, MN (2005—2014).



Figure 27: Locations of bike pedestrian crashes in Proctor, MN (2005—2014).



### Active Transportation

Active transportation includes pedestrians, cyclists, and other non-motorized forms of transportation. Although active transportation trips can be made for recreation, they can be for other purposes. Therefore, creating well connected systems of sidewalks, trails, and other non-motorized facilities should be an objective of any investments to improve or expand such facilities. The recently completed Proctor/Hermantown Munger Trail Spur plan was developed to create such connections. Figure 28 shows the proposed phases of planned trail network.

Connectivity of the local active transportation networks is just as important as the regional connections. Therefore, the system of key trail segments, sidewalks, and on-street facilities within Proctor should be considered priority pieces of the system. For one thing, they are closest to the city’s biggest concentration of residents and likely get the most use.

The local network of active-transportation facilities should be designed to link together the community’s residents its recreational areas and activity centers. The MN Design Team offered a concept of such a system for Proctor (Figure 29).

Figure 28: Phasing plan for the Proctor/Hermantown Munger Trail Spur network



Figure 29: Concept for an internal active-transportation network in Proctor, MN (MN Design Team, May, 2015).



## *Conclusion*

The information presented in the preceding pages summarizes existing conditions and anticipated trends with respect to transportation demand, as well as the condition and safety of existing infrastructure. The purpose for this summary is to provide ARDC regional planning staff and Proctor community members with information to consider during the updating of the goals, objectives, and strategies of the city's comprehensive plan.

General recommendations from the MIC staff are that the City of Proctor begin planning for a modest level future growth, with a concentration of commercial development oriented towards the I-35 corridor. This planning should be done through a lens of multi-modalism: considerations for the connectivity and accessibility of multiple modes of transportation. This should include efforts to incorporate sidewalk connections, transit stops, and bikeway and trail connections as part of future developments.

Planning for future growth should be matched with equal attention towards the maintenance and reconstruction of existing transportation infrastructure. It is the expectation that the costs associated with public infrastructure will continue to increase at rates that outpace increases in public revenues. With this in mind, the City of Proctor should make it a priority to optimize public investments through strategies related to the staging of those improvements, as well as identifying cost-

sharing opportunities with other public entities (e.g. MnDOT and St. Louis County) and private sector developers.

The City of Proctor should also seek out partnerships with other jurisdictions to coordinate transportation safety improvements, as well as the extension of trail networks.

## Appendix D: City of Proctor Community Engagement Survey Results – Summary



## City of Proctor Community Engagement Survey Results – Summary

*Prepared for the City of Proctor 2015 Comprehensive Planning Committee*

A total of 54 people responded to the community survey. Of the 54 respondents, 48 individuals completed the survey in its entirety. According to answers provided to demographics questions (*Questions 21-23*), respondents represented a wide range of age, time lived, and interest in Proctor. Respondents most frequently identified the following categories for age, time lived, and interest as follows: aged 35 to 44, has lived in Proctor for 20+ years, and owns a home in Proctor.

A summary of respondents' answers to the survey are broken down into survey sections below. For a full break-down of responses, refer to *City of Proctor Community Engagement Survey Results*.

### **Quality of Life and Vision** | *Question 1*

Respondents overwhelmingly stated that Proctor excels as a place to live (94% said "excellent" or "good") and raise children (91% said "excellent" or "good"). Results also evidenced considerable support for Proctor as a place to retire (68% said "excellent" or "good"). On the contrary, respondents noted room for improvement with Proctor as a place to work (26% said "good"; 58% said "poor" or "needs improvement").

### **Community Engagement and Aesthetics** | *Question 2*

Overall, a majority of respondents indicated satisfaction with each *Community Engagement and Aesthetics* measure (50% or more said "good" for each), and special satisfaction was noted with Proctor's "sense of community" (84% said "excellent" or "good") and "opportunities to participate in community matters" (65% said "excellent" or "good"). Respondents indicated less satisfaction with the City's "overall appearance" (50% said "poor" or "needs improvement"; 50% said "good") and "overall reputation" (40% said "poor" or "needs improvement"; 58% said "good"). Comments especially noted these categories.

### **Education and Access to Amenities** | *Questions 3-4*

While respondents indicated satisfaction with access to "educational opportunities," "affordable quality child care," and "affordable quality health care," access to "healthy, affordable, quality food," "preventative health services," and "community gardens, farms, markets, and community-supported agriculture (CSAs)" were indicated as lacking for City residents. Comments addressed the desire for community-oriented food options, such as a farmer's market or a community garden in the City. A majority of respondents (86%) noted that they presently shop for food at a traditional grocery store.

### **Housing** | *Question 5*

Respondents largely indicated satisfaction for most *Housing* measures, with the exceptions of "condition/maintenance of housing" (56% said "poor" or "needs improvement"), "landscaping/overall aesthetic quality" (56% said "poor" or "needs improvement"), and "rental housing management" (84% of those who knew about it said "poor" or "needs improvement"). A comment outlines one citizen's desire for the City to develop an ordinance on rental properties.

### **Culture and Recreation** | *Question 6*

While respondents noted a lack in "opportunities to attend cultural events" (53% said "poor" or "needs improvement") and in "recreation centers or facilities" (51% said "poor" or "needs improvement"), a general support for other measures was identified. Comments addressed the desire for recreational trails, enhanced park facilities, and a new "ice arena."

**Transportation** | *Question 7-11*

Respondents responded that transportation factors in Proctor are satisfactory, noting that the City excels with “ease of car travel” (94% said “good” or “excellent”) and “snow removal” (80% said “good” or “excellent”). The exception to overall satisfaction is that of “street condition and maintenance” (63% said “poor” or “needs improvement”) and “sidewalk condition and maintenance” (65% said “poor” or “needs improvement”). Comments especially addressed poor sidewalk and street light conditions. The overwhelming majority of respondents indicated that they travel to work via motor vehicle (78%), while most school-aged children travel to school in a family vehicle (19%) or a school bus (23%). Commuting times for workers range between less than 10 minutes and more than one hour, but the majority of respondents indicated their commute times are 14 minutes or less (51%). Respondents noted travel *within* Proctor takes the form of either driving a motor vehicle (80%) or walking (20%).

**Natural Environment** | *Question 12*

Respondents indicated nearly unanimous support for all *Natural Environment* measures, with special support for “air quality” (92% said “good” or “excellent”) and “water quality” (92% said “good” or “excellent”). Comments addressed problems such as air pollution from diesel exhaust near the railroad, aesthetic issues with natural resources, and the proximity of the street department to Kingsbury Creek.

**Industry and Economic Development** | *Questions 13-15*

Respondents expressed a significant need for improvements in nearly all *Industry and Economic Development* measures (50% or more said “poor” or “needs improvement” for all but one), with the exception of “overall quality of business and service establishments” (48% said “good” or “excellent”; 42% said “poor” or “needs improvement”). The measures of significant need were identified as “business or industry recruitment” (78% said “poor” or “needs improvement”), “business or industry expansion” (88% said “poor” or “needs improvement”), and “shopping opportunities” (98% said “poor” or “needs improvement”). Comments addressed a desire for a variety of stores, a perceived lack of communication between economic agencies in the City, few job opportunities, and a lack of support from the City for businesses. A majority of respondents noted their support of Proctor businesses once or more each week (63% said “once a week” or “several times a week”). Respondents identified the most visited business locations as convenience stores/gas stations and restaurants/bars.

**Community Services** | *Questions 16-17*

Respondents stated that Proctor excels in its public safety services (40% or more said “good” or “excellent” for each), but community services, especially for youth and seniors, were identified as needing improvement. Comments for public safety services complimented the City’s police and fire departments, while comments on community services addressed a lack of City code enforcement.

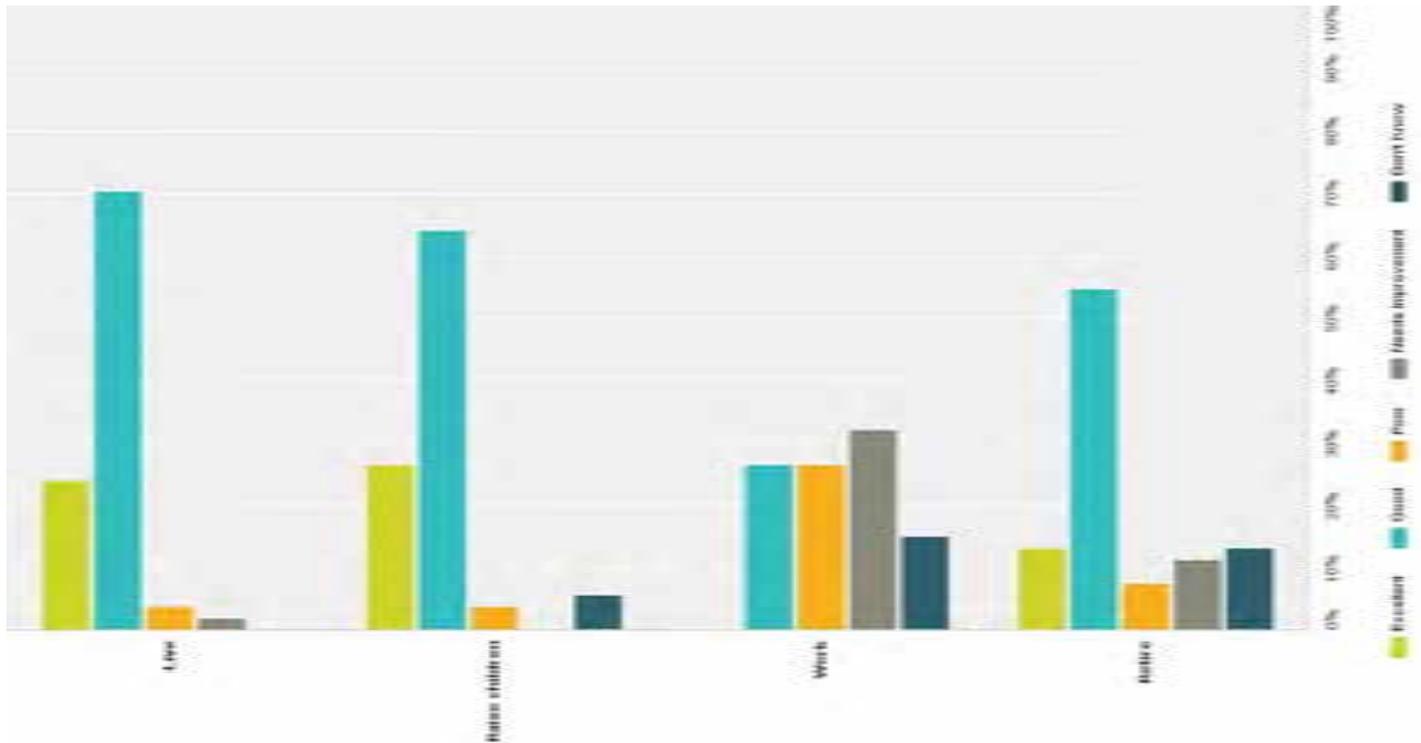
**Assets/Opportunities and Barriers/Threats** | *Questions 18-20*

Respondents identified recreational features as assets to the City and highlighted a wide range of topics and projects for future development.

## Appendix E: City of Proctor Community Engagement Survey Results

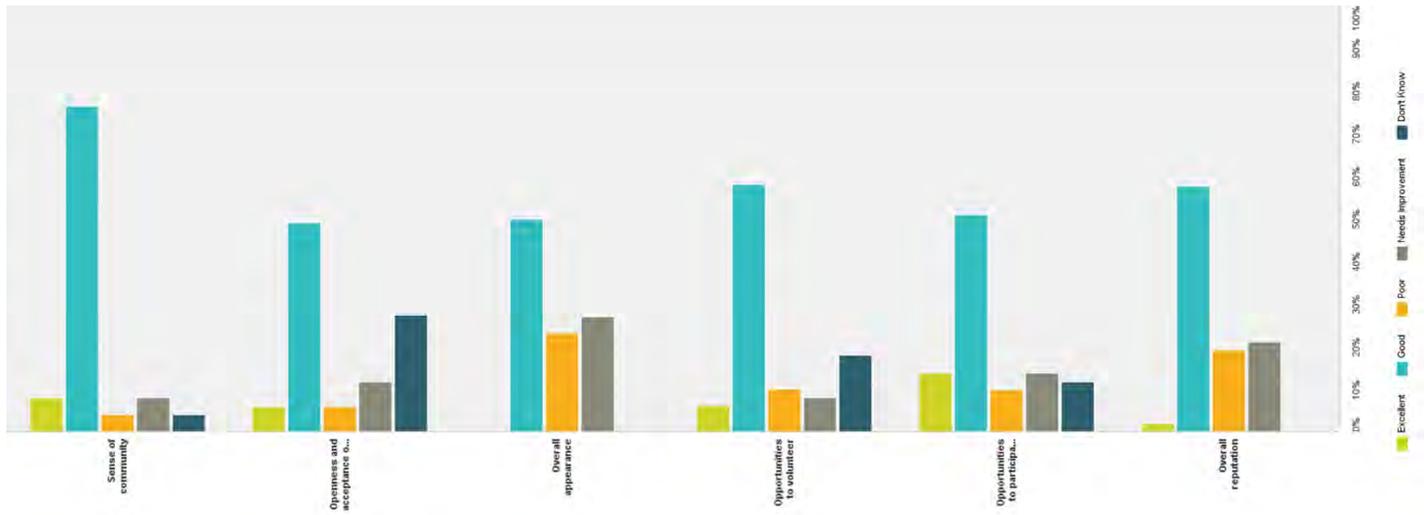


Q1: Please rate the following quality of life factors as they pertain to the statement, "Proctor as a place to...":



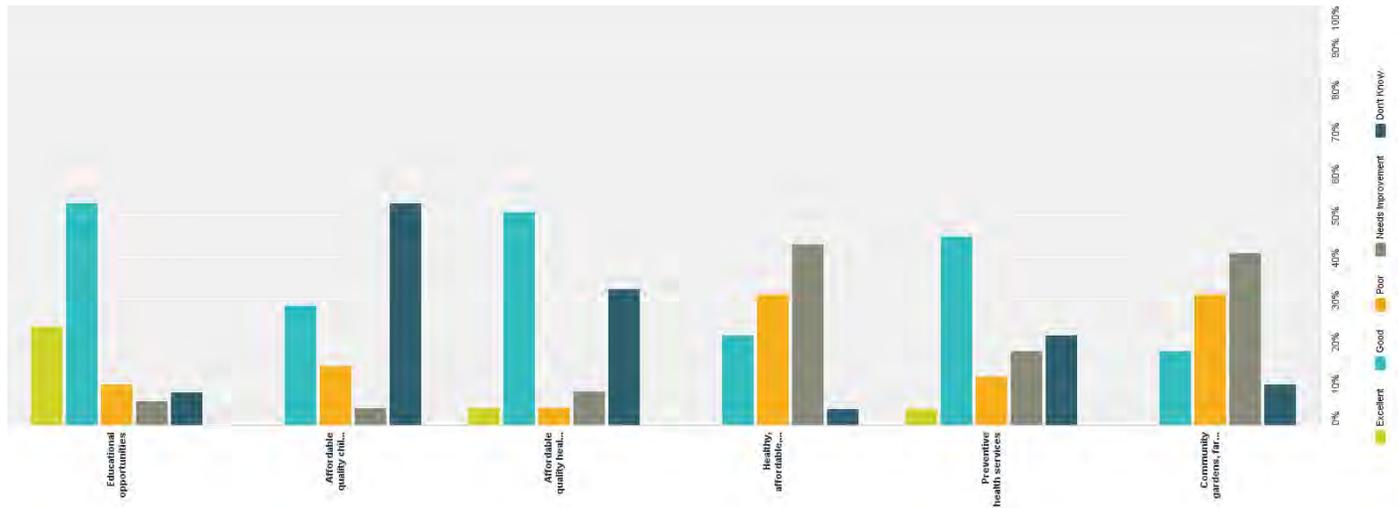
	Excellent	Good	Poor	Needs Improvement	Don't Know	Total
Live	24.07% 13	70.37% 38	3.70% 2	1.85% 1	0.00% 0	54
Raise children	26.42% 14	64.15% 34	3.77% 2	0.00% 0	5.66% 3	53
Work	0.00% 0	26.42% 14	26.42% 14	32.08% 17	15.09% 8	53
Retire	13.21% 7	54.72% 29	7.55% 4	11.32% 6	13.21% 7	53

Q2: Please rate the following community engagement and aesthetics factors in Proctor:



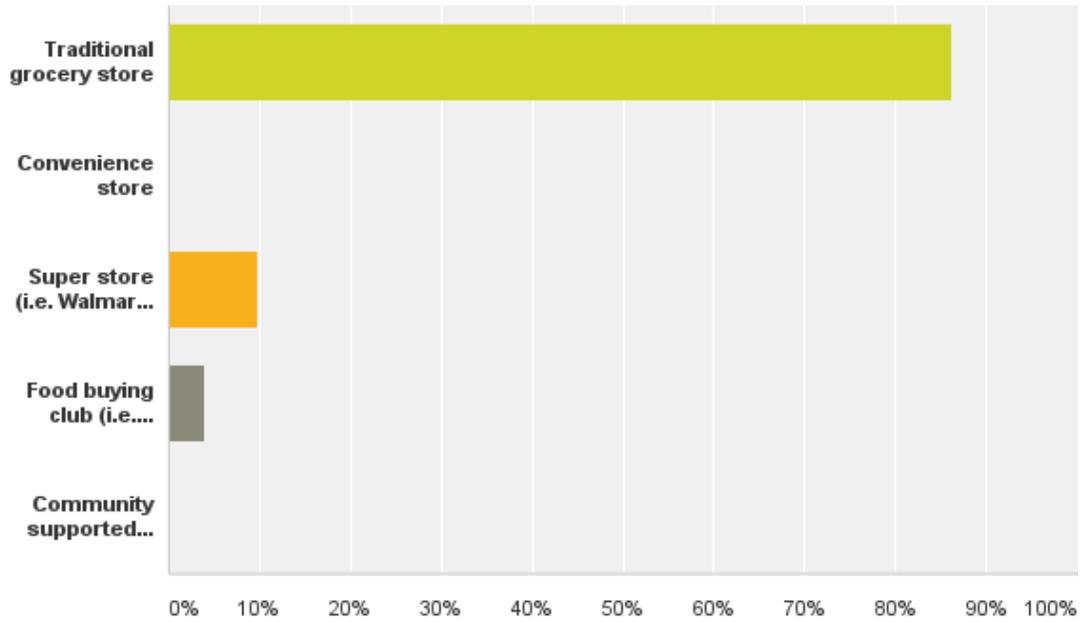
	Excellent	Good	Poor	Needs Improvement	Don't Know	Total
Sense of community	7.84% 4	76.47% 39	3.92% 2	7.84% 4	3.92% 2	51
Openness and acceptance of the community toward people of diverse backgrounds	5.88% 3	49.02% 25	5.88% 3	11.76% 6	27.45% 14	51
Overall appearance	0.00% 0	50.00% 26	23.08% 12	26.92% 14	0.00% 0	52
Opportunities to volunteer	6.00% 3	58.00% 29	10.00% 5	8.00% 4	18.00% 9	50
Opportunities to participate in community matters	13.73% 7	50.98% 26	9.80% 5	13.73% 7	11.76% 6	51
Overall reputation	1.92% 1	57.69% 30	19.23% 10	21.15% 11	0.00% 0	52

Q3: Please rate the access to the following services in Proctor:



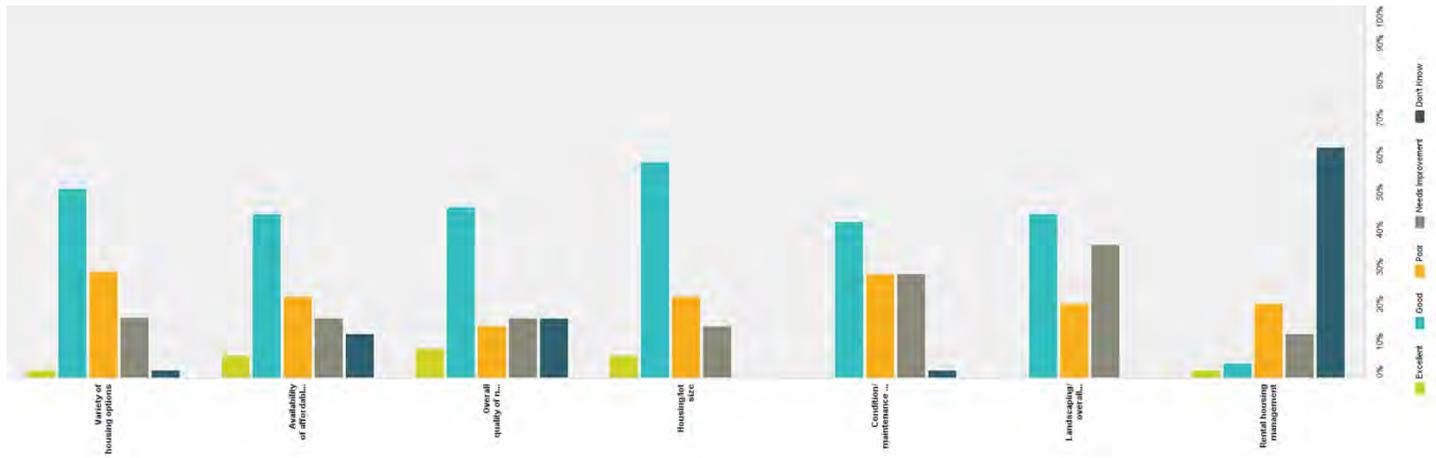
	Excellent	Good	Poor	Needs Improvement	Don't Know	Total
Educational opportunities	23.53% 12	52.94% 27	9.80% 5	5.88% 3	7.84% 4	51
Affordable quality child care	0.00% 0	28.57% 14	14.29% 7	4.08% 2	53.06% 26	49
Affordable quality health care	4.08% 2	51.02% 25	4.08% 2	8.16% 4	32.65% 16	49
Healthy, affordable, quality food	0.00% 0	21.57% 11	31.37% 16	43.14% 22	3.92% 2	51
Preventive health services	3.92% 2	45.10% 23	11.76% 6	17.65% 9	21.57% 11	51
Community gardens, farms, markets, community supported agriculture (CSA)	0.00% 0	17.65% 9	31.37% 16	41.18% 21	9.80% 5	51

Q4: Where do you primarily shop for food?



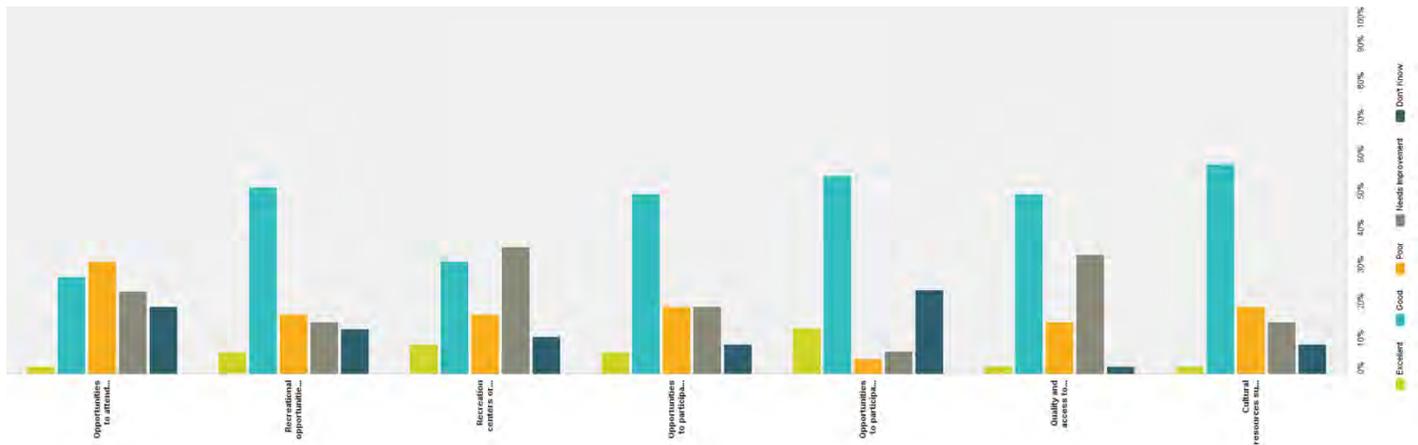
Answer Choices	Responses
Traditional grocery store	86.27% 44
Convenience store	0.00% 0
Super store (i.e. Walmart, Target)	9.80% 5
Food buying club (i.e. Sam's Club)	3.92% 2
Community supported agriculture (CSA)	0.00% 0
<b>Total</b>	<b>51</b>

Q5: Please rate the following housing characteristics in Proctor:



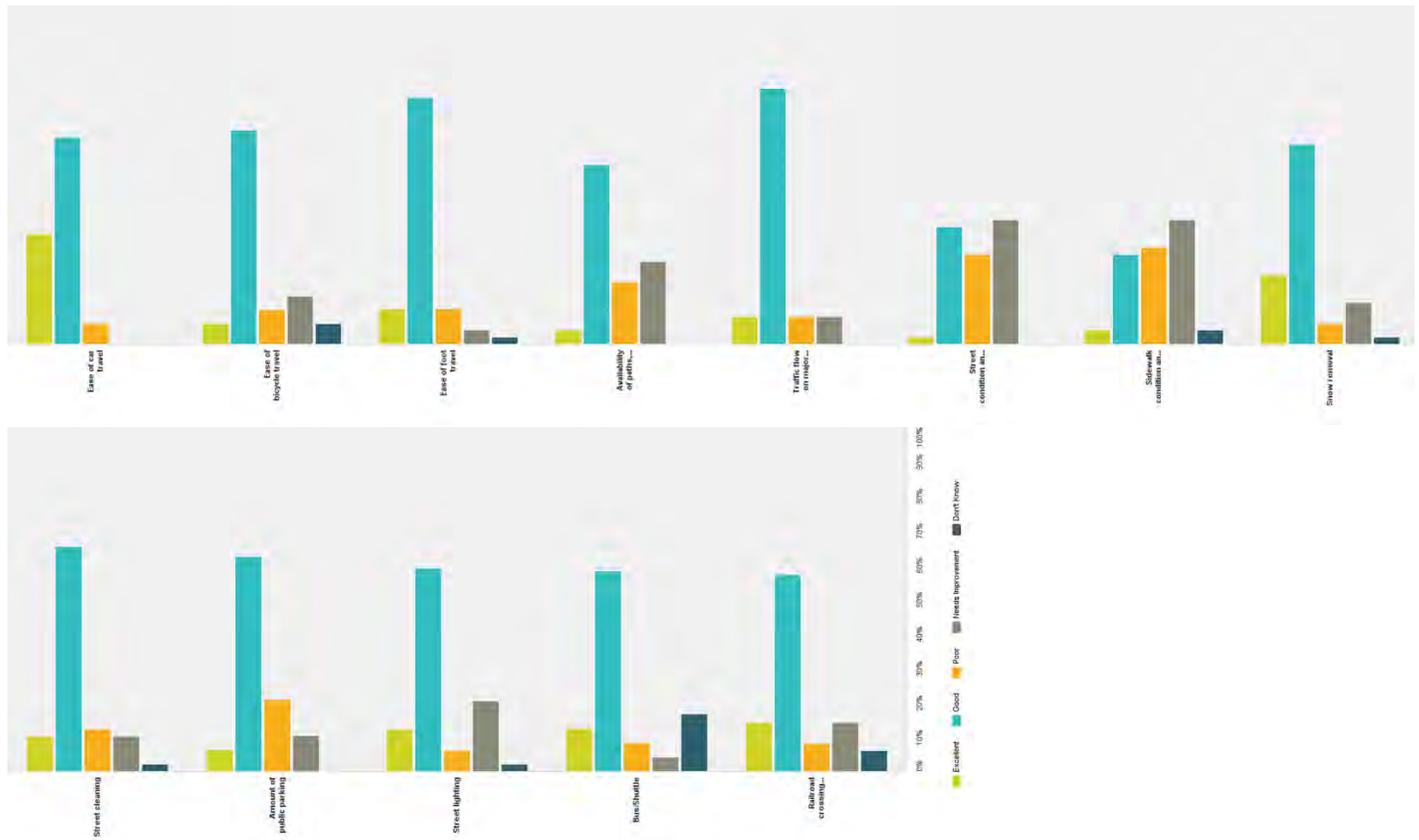
	Excellent	Good	Poor	Needs Improvement	Don't Know	Total
Variety of housing options	2.04% 1	51.02% 25	28.57% 14	16.33% 8	2.04% 1	49
Availability of affordable quality housing	6.00% 3	44.00% 22	22.00% 11	16.00% 8	12.00% 6	50
Overall quality of new development	8.00% 4	46.00% 23	14.00% 7	16.00% 8	16.00% 8	50
Housing/lot size	6.00% 3	58.00% 29	22.00% 11	14.00% 7	0.00% 0	50
Condition/maintenance of housing	8.00% 0	42.00% 21	28.00% 14	28.00% 14	2.00% 1	50
Landscaping/overall aesthetic quality	0.00% 0	44.00% 22	26.00% 10	36.00% 18	0.00% 0	50
Rental housing management	2.00% 1	4.00% 2	20.00% 10	12.00% 6	62.00% 31	50

Q6: Please rate the following culture and recreation characteristics in Proctor:



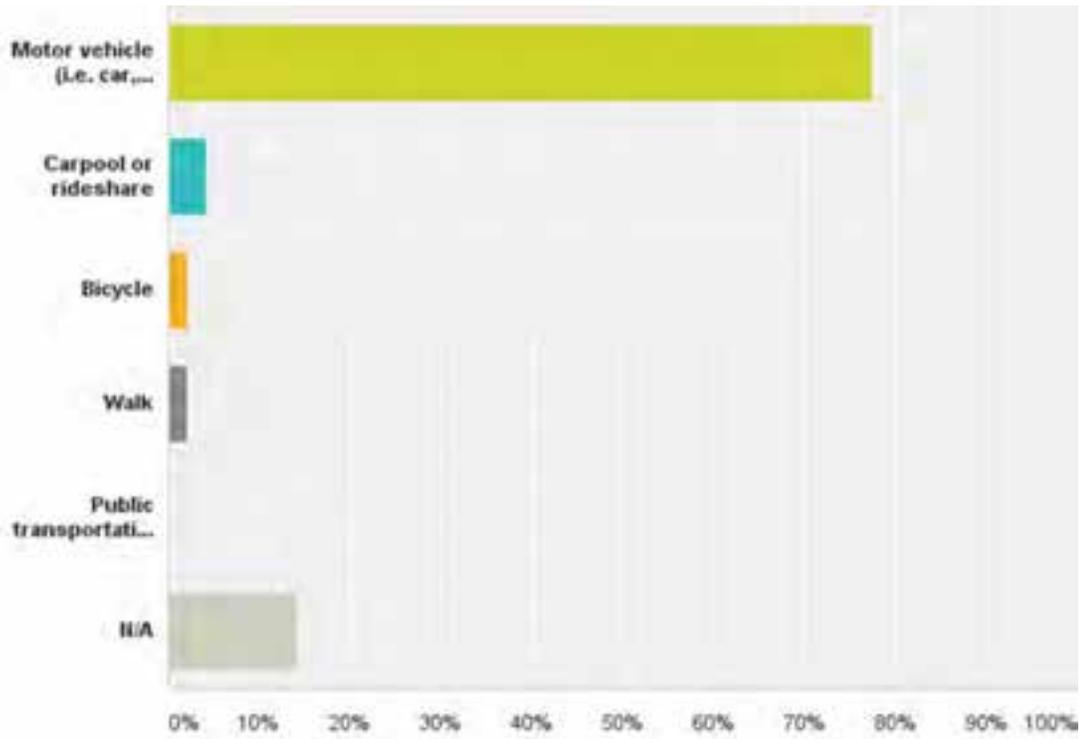
	Excellent	Good	Poor	Needs Improvement	Don't Know	Total
Opportunities to attend cultural activities	2.04% 1	26.53% 13	30.61% 15	22.45% 11	18.37% 9	49
Recreational opportunities (Programs and classes)	6.12% 3	51.02% 25	16.33% 8	14.29% 7	12.24% 6	49
Recreation centers or facilities	8.16% 4	30.61% 15	16.33% 8	34.69% 17	10.20% 5	49
Opportunities to participate in social events and activities	6.12% 3	48.98% 24	18.37% 9	18.37% 9	8.16% 4	49
Opportunities to participate in religious or spiritual events and activities	12.50% 6	54.17% 26	4.17% 2	6.25% 3	22.92% 11	49
Quality and access to public parks	2.04% 1	48.98% 24	14.29% 7	32.65% 16	2.04% 1	49
Cultural resources such as historical sites and landmarks	2.04% 1	57.14% 28	18.37% 9	14.29% 7	8.16% 4	49

Q7: Please rate the following transportation factors in Proctor:



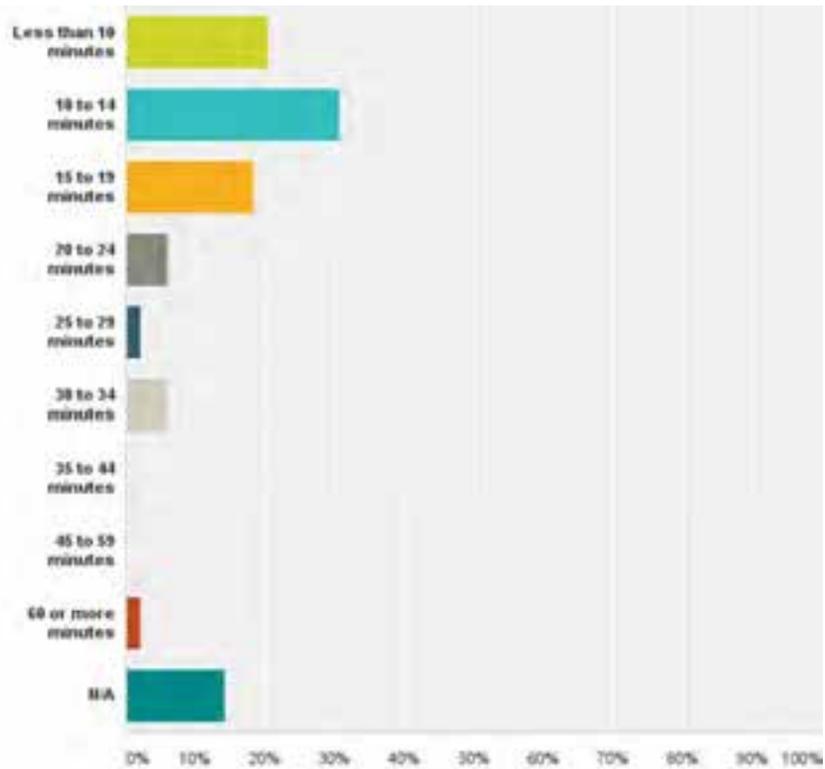
	Excellent	Good	Fair	Needs Improvement	Don't Know	Total
Ease of car travel	32.65%	61.22%	6.12%	0.00%	0.00%	40
Ease of bicycle travel	6.12%	63.27%	18.29%	14.29%	0.12%	40
Ease of foot travel	18.42%	72.82%	18.42%	0.11%	2.00%	40
Availability of paths, trails, and sidewalks that connect home, school, work, and other destinations	4.88%	63.86%	18.37%	14.41%	0.00%	40
Traffic flow on major streets	5.16%	75.51%	8.16%	8.16%	0.00%	40
Street condition and maintenance	2.64%	34.89%	26.52%	36.72%	0.00%	40
Sidewalk condition and maintenance	4.88%	26.52%	28.57%	36.72%	0.00%	40
Snow removal	26.01%	58.58%	6.12%	12.24%	2.00%	40
Street cleaning	18.29%	65.31%	12.24%	18.29%	2.00%	40
Amount of public parking	6.25%	62.50%	29.83%	16.41%	0.00%	40
Street lighting	12.24%	59.58%	6.12%	26.41%	2.00%	40
Bus/shuttle	12.50%	58.33%	8.33%	6.11%	16.67%	40
Railroad crossing (Safety/Convenience)	14.29%	57.14%	8.16%	14.29%	6.12%	40

Q8: How do you most often travel to work?



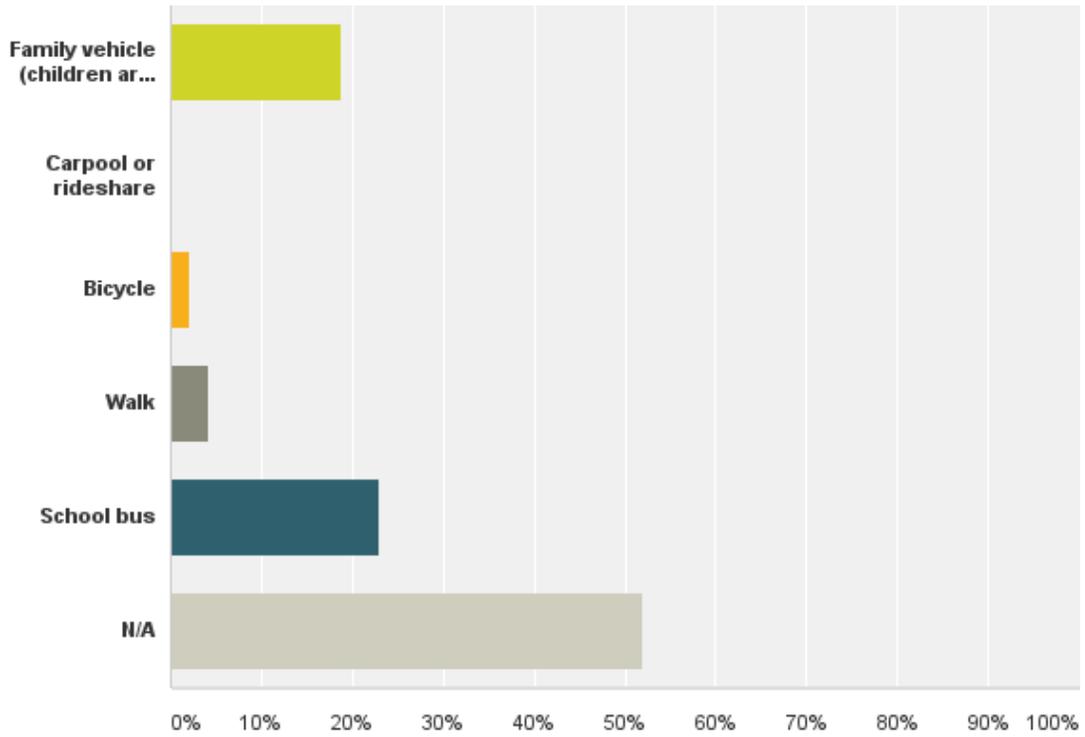
Answer Choices	Responses
Motor vehicle (i.e. car, truck, van, motorcycle, etc.)	77.55% 39
Carpool or rideshare	4.88% 2
Bicycle	2.04% 1
Walk	2.04% 1
Public transportation (i.e. bus, shuttle, etc.)	0.00% 0
N/A	14.29% 7
<b>Total</b>	<b>49</b>

Q9: Approximately how long is your commute to work?



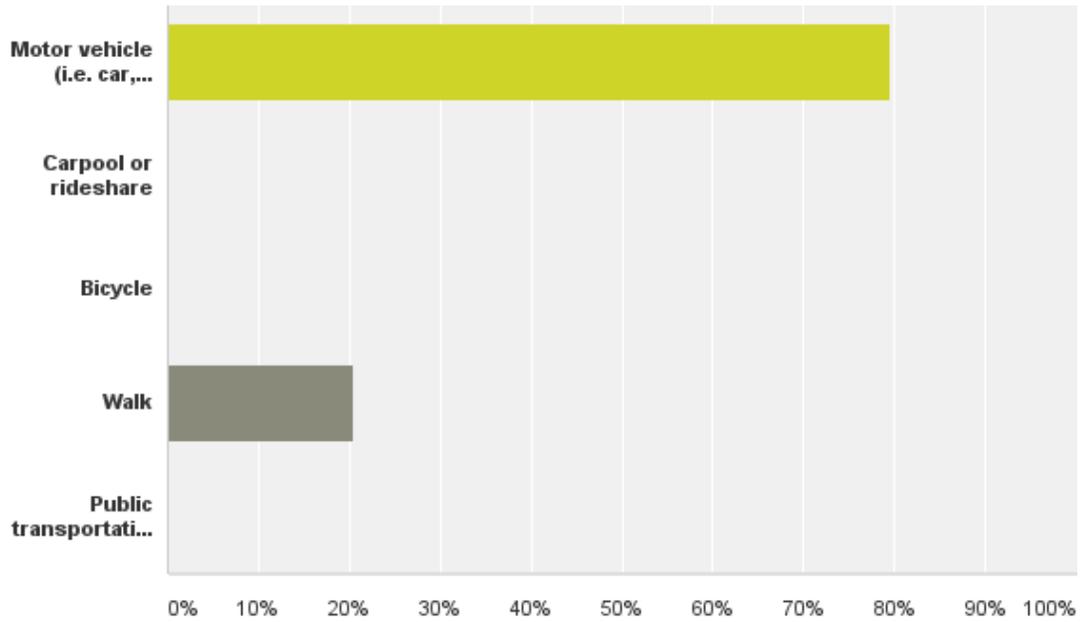
Answer Choices	Responses	
Less than 10 minutes	20.41%	10
10 to 14 minutes	38.61%	15
15 to 19 minutes	18.37%	9
20 to 24 minutes	6.12%	3
25 to 29 minutes	2.04%	1
30 to 34 minutes	6.12%	3
35 to 44 minutes	0.00%	0
45 to 59 minutes	0.00%	0
60 or more minutes	2.04%	1
N/A	14.29%	7
<b>Total</b>		<b>49</b>

Q10: How do your school-aged children most often get to school?



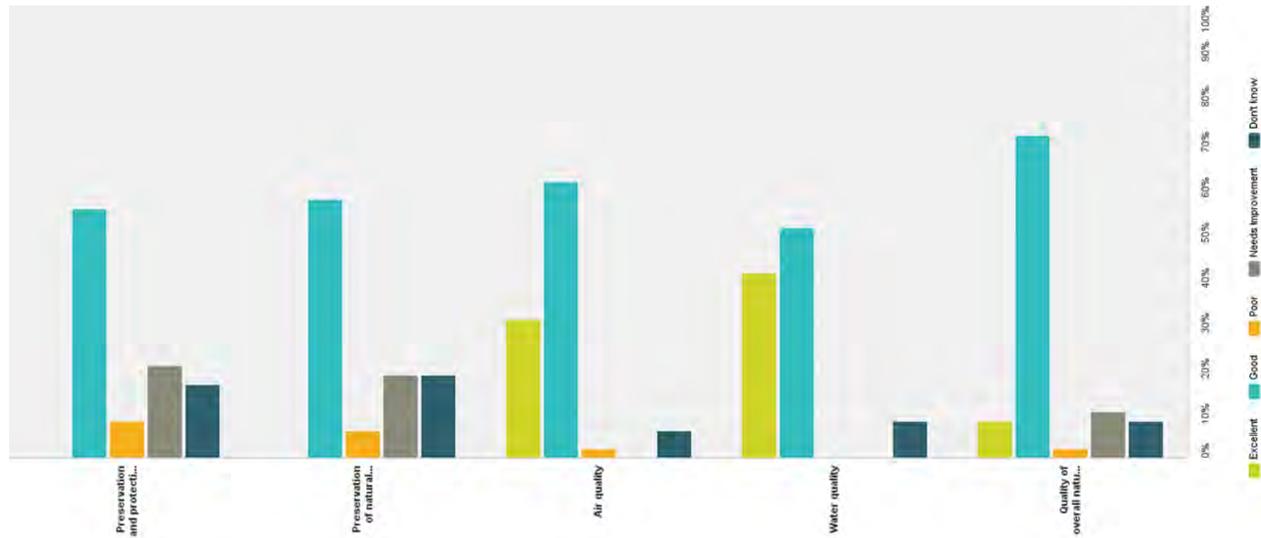
Answer Choices	Responses
Family vehicle (children are driven in family car, truck, van, etc.)	18.75% 9
Carpool or rideshare	0.00% 0
Bicycle	2.08% 1
Walk	4.17% 2
School bus	22.92% 11
N/A	52.08% 25
<b>Total</b>	<b>48</b>

Q11: How do you most often travel within Proctor?



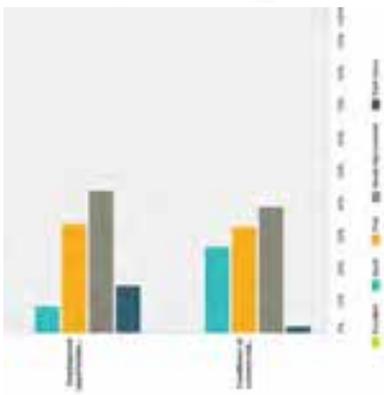
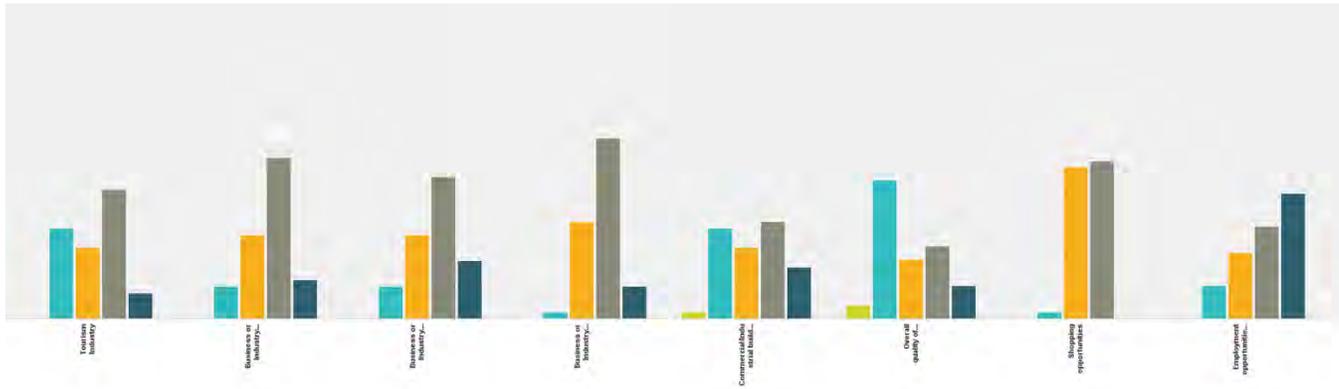
Answer Choices	Responses
Motor vehicle (i.e. car, truck, van, motorcycle etc.)	79.59% 39
Carpool or rideshare	0.00% 0
Bicycle	0.00% 0
Walk	20.41% 10
Public transportation (i.e. bus, shuttle, etc.)	0.00% 0
<b>Total</b>	<b>49</b>

Q12: Please rate the following natural environment factors in Proctor:



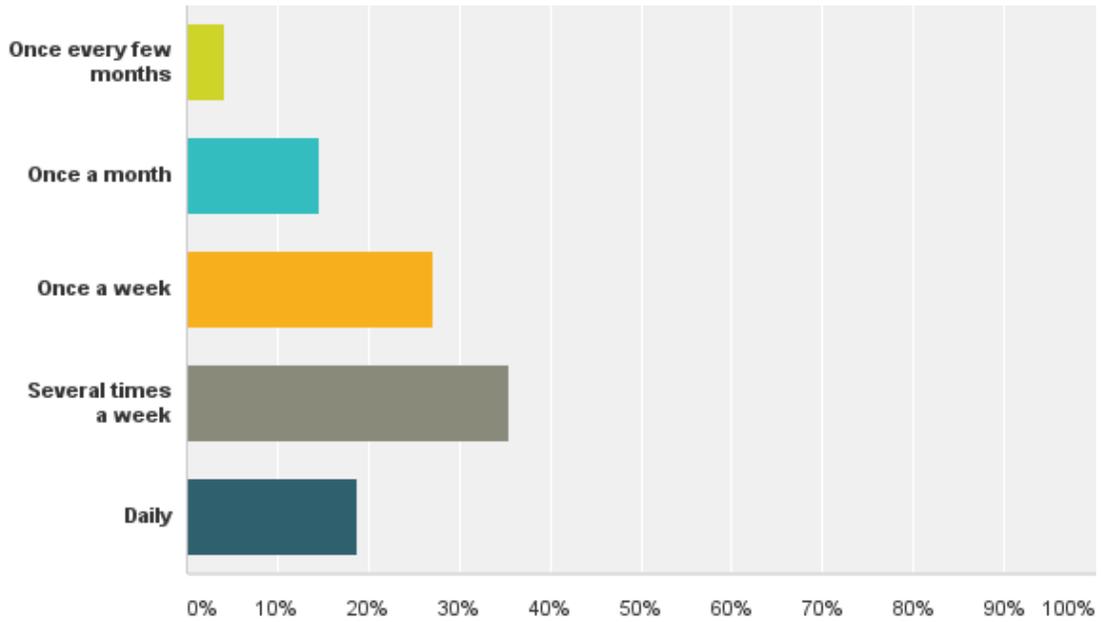
	Excellent	Good	Poor	Needs Improvement	Don't know	Total
Preservation and protection of natural resources (i.e. rivers, lakes, public lands, rock outcroppings, or geological features)	0.00% 0	55.10% 27	8.16% 4	20.41% 10	16.33% 8	49
Preservation of natural areas such as open space and greenbelts	0.00% 0	57.14% 28	6.12% 3	18.37% 9	18.37% 9	49
Air quality	30.61% 15	61.22% 30	2.04% 1	0.00% 0	6.12% 3	49
Water quality	40.82% 20	51.02% 25	0.00% 0	0.00% 0	8.16% 4	49
Quality of overall natural environment	8.16% 4	71.43% 35	2.04% 1	10.20% 5	8.16% 4	49

Q13: Please rate the following industries and economic development factors in Proctor:



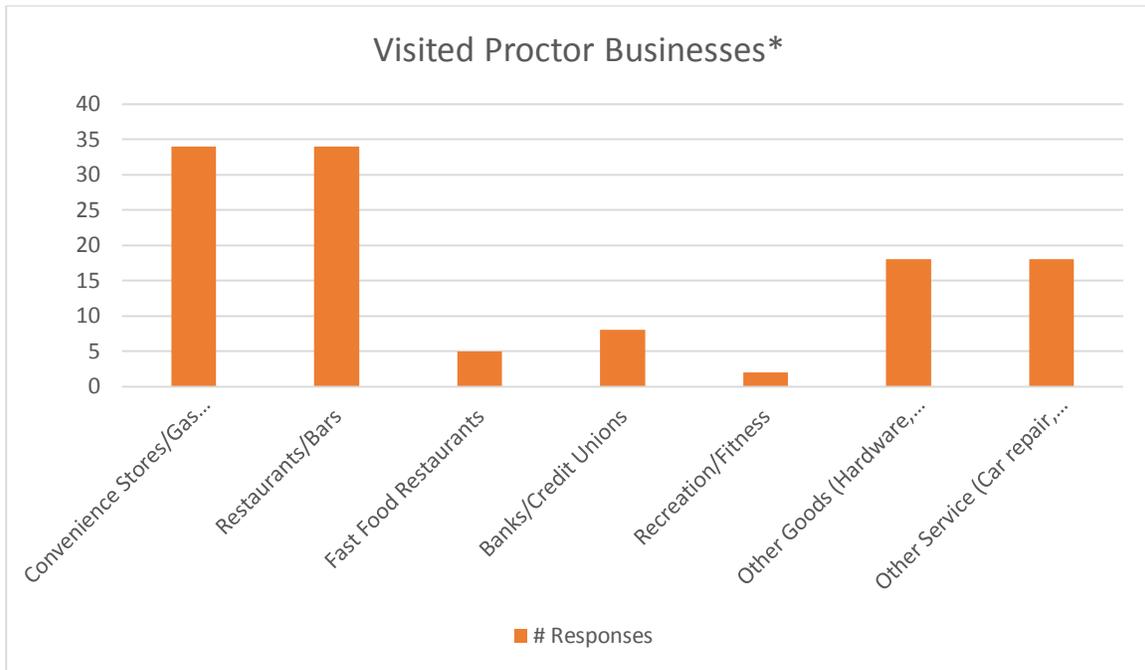
	Excellent	Good	Poor	Needs Improvement	Don't know	Total
Tourism Industry	8.00% 0	28.57% 14	22.45% 11	40.82% 20	8.16% 4	40
Business or Industry recruitment	0.00% 0	10.26% 5	26.53% 13	51.82% 25	12.24% 6	49
Business or Industry retention and promotion	0.00% 0	10.26% 5	26.53% 13	44.90% 22	18.37% 9	40
Business or Industry expansion	0.00% 0	2.04% 1	38.61% 19	57.14% 28	10.20% 5	49
Commercial/Industrial building and site availability	2.04% 1	28.57% 14	22.45% 11	30.61% 15	16.33% 8	49
Overall quality of business and service establishments	4.17% 2	43.75% 21	18.75% 9	22.92% 11	10.42% 5	48
Shopping opportunities	0.00% 0	2.08% 1	47.92% 23	50.00% 24	8.00% 0	48
Employment opportunities (Under 18 years old)	0.00% 0	16.42% 8	29.83% 14	29.17% 14	24.58% 12	48
Employment opportunities (18+)	0.00% 0	8.33% 4	33.33% 16	43.75% 21	14.58% 7	48
Conditions of commercial storefronts	0.00% 0	26.53% 13	32.65% 16	38.78% 19	2.04% 1	49

Q14: How often do you patronize businesses in Proctor?



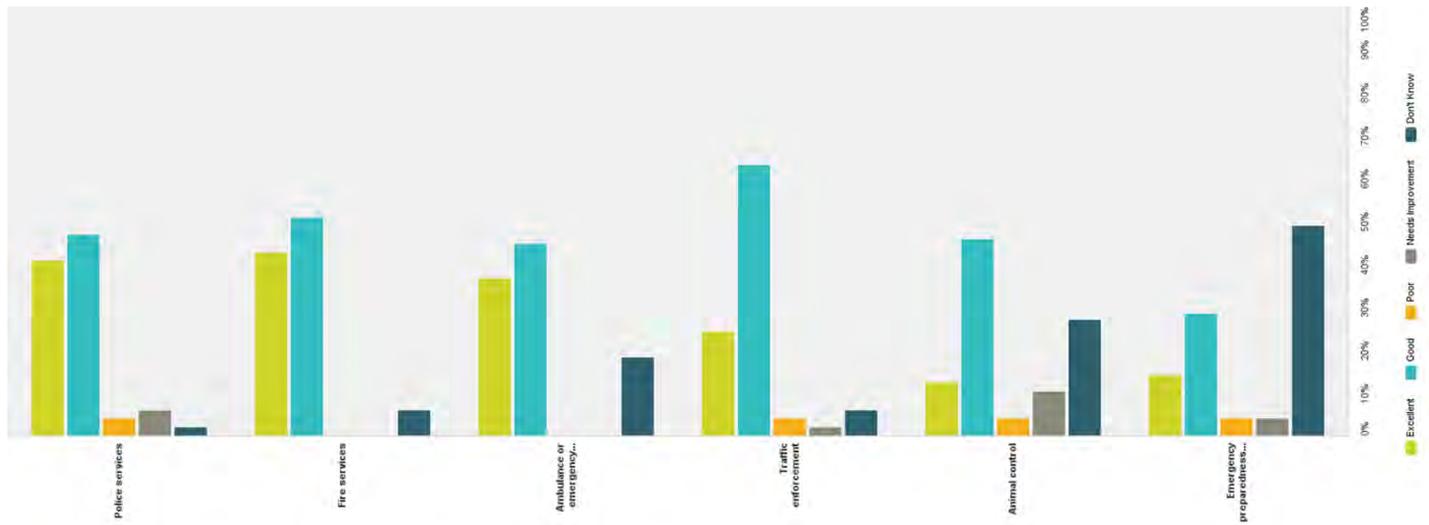
Answer Choices	Responses	
Once every few months	4.17%	2
Once a month	14.58%	7
Once a week	27.08%	13
Several times a week	35.42%	17
Daily	18.75%	9
<b>Total</b>		<b>48</b>

Q15: Which Proctor businesses do you most often patronize?



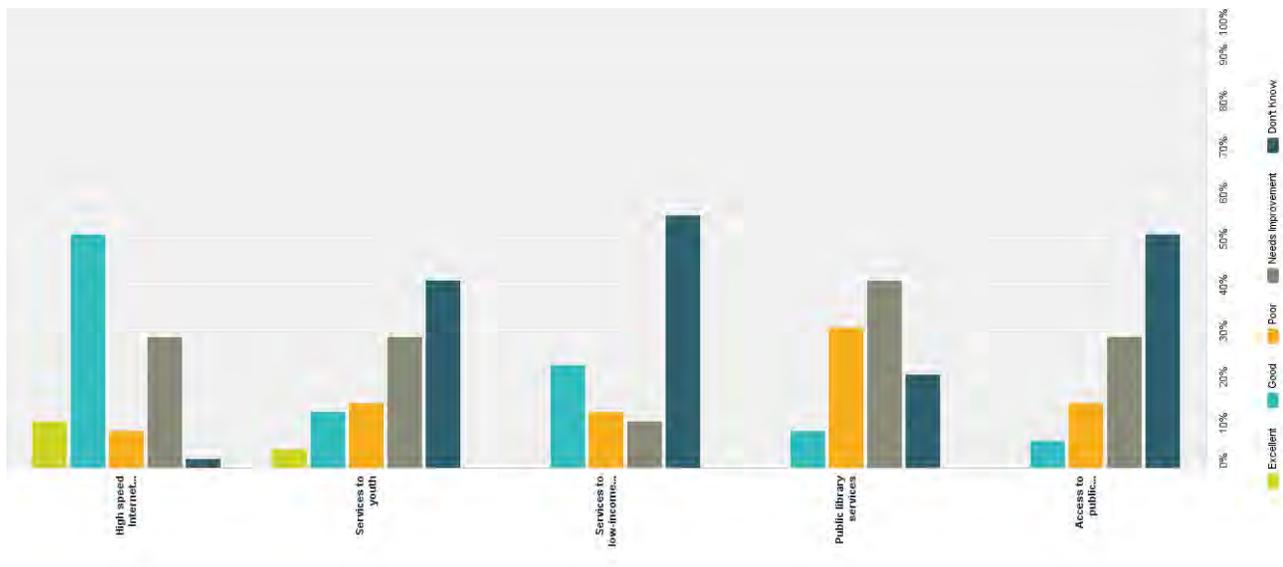
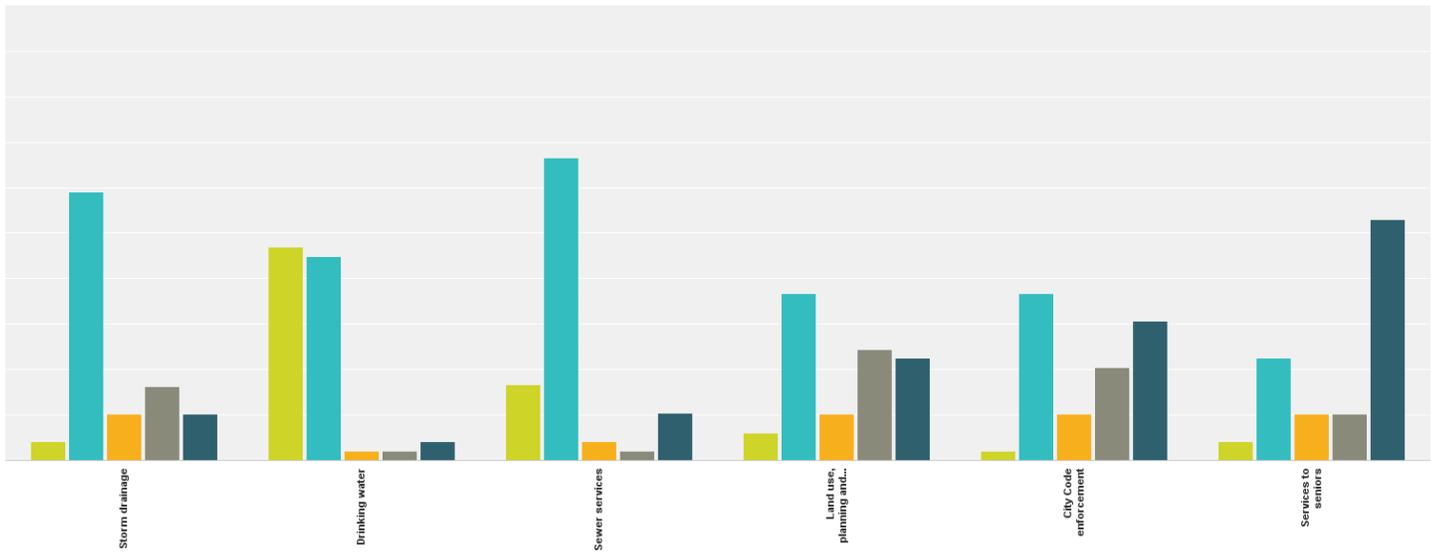
\*Categorized by type.

Q16: Please rate the following public safety services in Proctor:



	Excellent	Good	Poor	Needs Improvement	Don't Know	Total
Police services	40.82% 20	46.94% 23	4.08% 2	6.12% 3	2.04% 1	49
Fire services	42.86% 21	51.02% 25	0.00% 0	0.00% 0	6.12% 3	49
Ambulance or emergency medical services	36.73% 18	44.90% 22	0.00% 0	0.00% 0	18.37% 9	49
Traffic enforcement	24.49% 12	63.27% 31	4.08% 2	2.04% 1	6.12% 3	49
Animal control	12.50% 6	45.83% 22	4.17% 2	10.42% 5	27.08% 13	48
Emergency preparedness (services that prepare the community for natural disasters or other emergency situations)	14.29% 7	28.57% 14	4.08% 2	4.08% 2	48.98% 24	49

Q17: Please rate the following community services in Proctor:



	Excellent	Good	Poor	Needs Improvement	Don't Know	Total
Storm drainage	4.08% 2	59.18% 29	10.20% 5	16.33% 8	10.20% 5	49
Drinking water	46.94% 23	44.90% 22	2.04% 1	2.04% 1	4.08% 2	49
Sewer services	16.67% 8	66.67% 32	4.17% 2	2.08% 1	10.42% 5	48
Land use, planning and zoning	6.12% 3	36.73% 18	10.20% 5	24.49% 12	22.45% 11	49
City Code enforcement	2.04% 1	36.73% 18	10.20% 5	20.41% 10	30.61% 15	49
Services to seniors	4.08% 2	22.45% 11	10.20% 5	10.20% 5	53.06% 26	49
High speed Internet accessibility	10.20% 5	51.02% 25	8.16% 4	28.57% 14	2.04% 1	49
Services to youth	4.08% 2	12.24% 6	14.29% 7	28.57% 14	40.82% 20	49
Services to low-income people	0.00% 0	22.45% 11	12.24% 6	10.20% 5	55.10% 27	49
Public library services	0.00% 0	8.16% 4	30.61% 15	40.82% 20	20.41% 10	49
Access to public computers	0.00% 0	6.12% 3	14.29% 7	28.57% 14	51.02% 25	49

Q18: Please list assets unique to Proctor (i.e. community park, engaged citizens committees, etc.) which you would like to see preserved, capitalized on, or utilized by the City:

*Categorized Responses:*

- Sense of community
- Pride in community
- Small town feel/atmosphere
- Accessibility to highways/interstate
- Spirit Mountain
- Thompson Hill
- Kingsbury Creek
- Fairgrounds/Proctor Speedway
- Nice parks
- Recreational fields/trails
- Golf course
- TRAINquility Park
- Train heritage
- Sports events
- School facilities
- Great schools
- Community center

Q19: Please list issues that may face Proctor in the future or you would like to see addressed:

*Categorized Responses:*

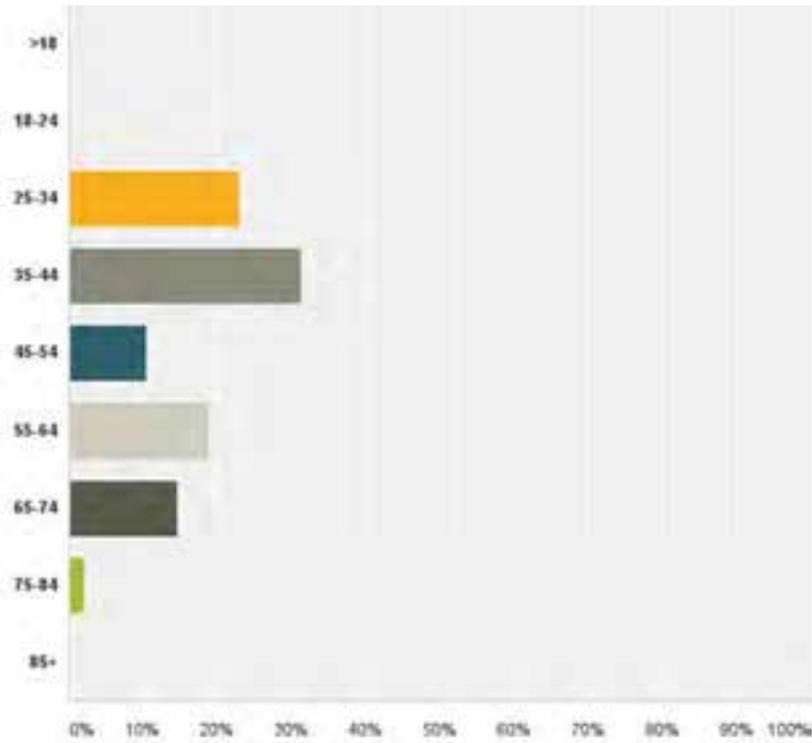
- Employment opportunities
- Business growth/recruitment
- Downtown development
- Proctor as a destination city
- Vacant storefronts
- Business parking
- Development along Kirkus Street
- Multi-use recreational facility
- Accessibility to recreational trails in the Twin Ports area (biking, walking/running, hiking, etc.)
- Cleanliness
- Community clean-up
- Safety and crime
- Relationships with neighboring communities
- Maintenance of streets/alleys/sidewalks/streetlights (in summer and winter)
- Housing stock (for all ages)
- Rental ordinances
- Issues with annexation
- Zoning
- Leadership
- Public transportation in southern Proctor
- Access to grocery store
- Biking and walking connections
- City communication

Q20: Please include any further comments you have regarding current or future issues and opportunities within Proctor:

*Categorized Responses:*

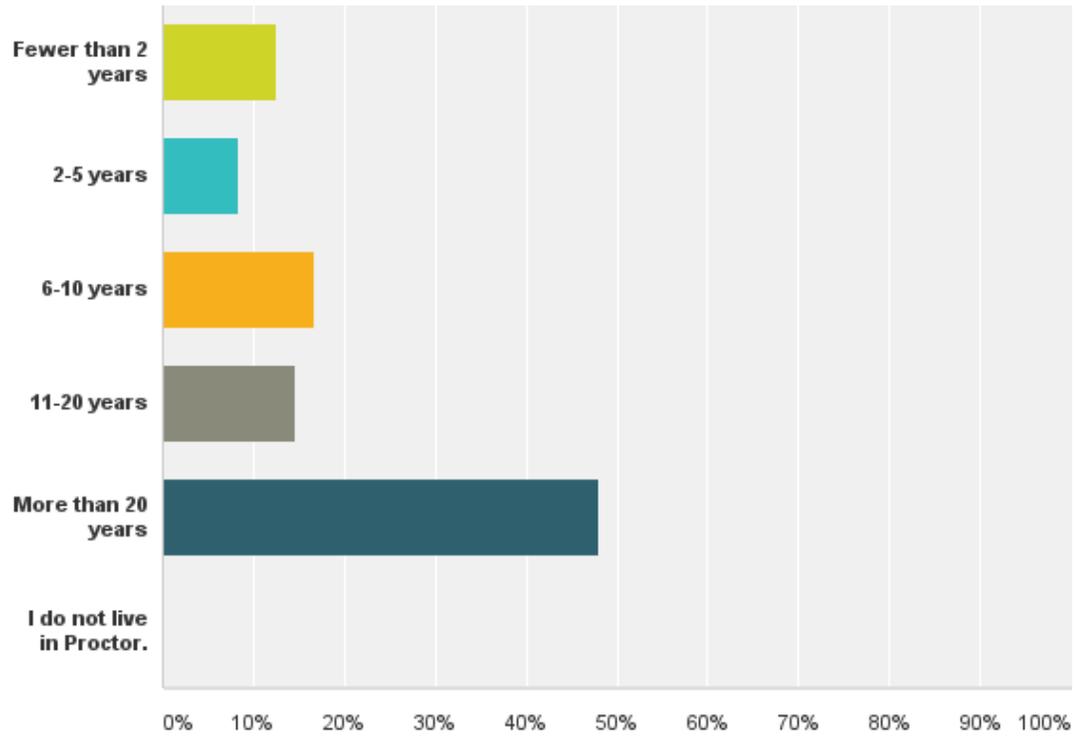
- **Issues**
  - Proctor's reputation
  - Lack of communication between City and citizens
  - Poor aesthetics in the community
  - Lack of support for existing businesses
  - Poor street maintenance
  - Lack of senior citizen programming
  - Environmental concern for Kingsbury Creek
  - Noise and aesthetic of the railroad
  - Utilities in need of replacement
  
- **Opportunities/Needs**
  - A better relationship with Duluth to partner on economic development
  - A revived branding of the City
  - Diverse business development
  - Local business impact from the popularity and draw of school sporting events
  - Outdoor opportunities
  - Walking/biking connections
  - Access to enhanced high speed internet
  - Community sports facility to attract young families
  - Access to city gas in some areas
  - A plan to enhance recreational facilities (fields and trails at recreation area)

Q21: What age group are you in?



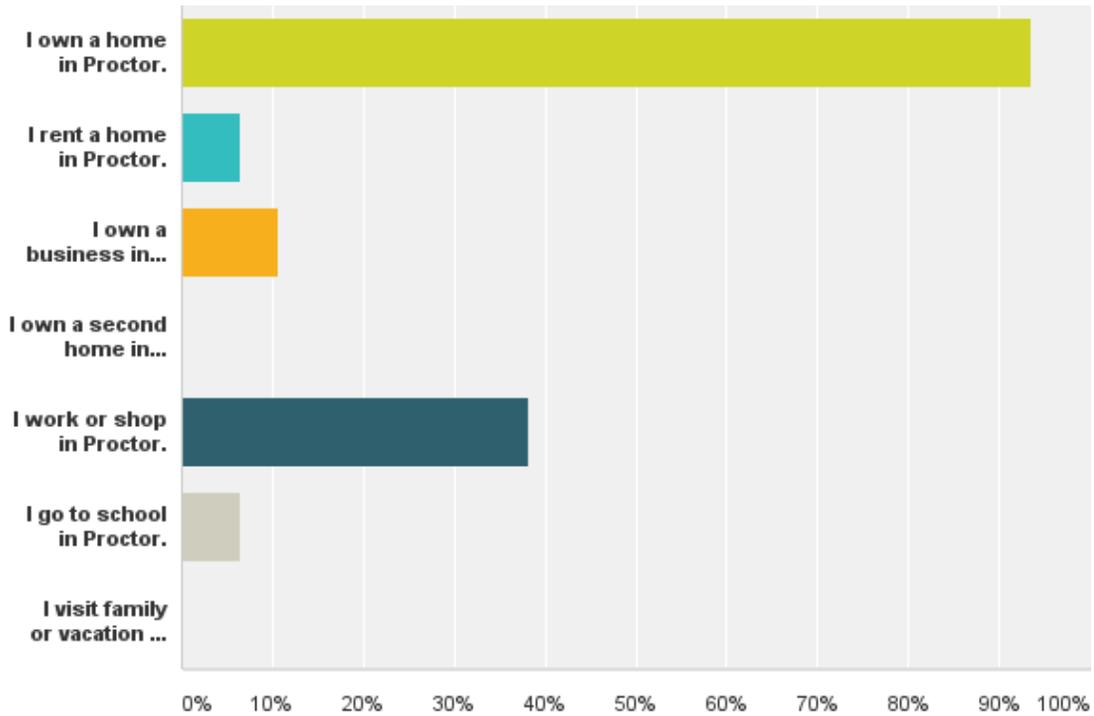
Answer Choices	Responses
>18	0.00% 0
18-24	0.00% 0
25-34	22.92% 11
35-44	31.25% 15
45-54	10.42% 5
55-64	18.75% 9
65-74	14.58% 7
75-84	2.08% 1
85+	0.00% 0
<b>Total</b>	<b>48</b>

Q22: How long have you lived in Proctor?



Answer Choices	Responses
Fewer than 2 years	12.50% 6
2-5 years	8.33% 4
6-10 years	16.67% 8
11-20 years	14.58% 7
More than 20 years	47.92% 23
I do not live in Proctor.	0.00% 0
<b>Total</b>	<b>48</b>

Q23: What are your interests in Proctor? (Select all that apply.)



Answer Choices	Responses
I own a home in Proctor.	93.62% 44
I rent a home in Proctor.	6.38% 3
I own a business in Proctor.	10.64% 5
I own a second home in Proctor.	0.00% 0
I work or shop in Proctor.	38.30% 18
I go to school in Proctor.	6.38% 3
I visit family or vacation in Proctor.	0.00% 0
<b>Total Respondents: 47</b>	

## Appendix F: Meeting Summaries

Meetings 1, 2, 3, 4, 5, and 6



**Proctor Comprehensive Plan Update  
Kickoff Meeting Summary  
July 1, 2015 @ 6:00 p.m. – Proctor Area Community Center (PACC)**

**Attendees**

Kathy Hannan	Jake Benson	Todd Peyton
Jim Rohweder	Russell Habermann	Wayne Pulford
Troy DeWall	Tom Aldridge	Andy Hubley
Jan Rohweder	Nancy Aldridge	Robert Herling
Tim Peterson	Jim Schwarzbauer	Justin Otsea

**Summary**

The Comprehensive Plan Kickoff Meeting began at 6:00 p.m. at the Proctor Area Community Center (PACC). After introductions were made, Andy Hubley, Division Director with Arrowhead Regional Development Commission (ARDC), gave a brief background on himself and ARDC and then outlined the goals of the evening's meeting. These goals included providing a background on comprehensive planning, addressing the project's overall scope of work, and outlining the next steps moving forward.

Hubley explained the goal of the project is to update the current Proctor Comprehensive Plan by utilizing input from the Minnesota Design Team weekend and the steering committee. The resulting input will inform a plan that guides the community's future, provides a framework for land use policy and decision making, acknowledges community resources, capitalizes on existing assets, fosters sustainable economic development, and creates a healthy community.

**Scope of Work and Timeline Overview**

Hubley explained that five to six meetings compose the planning process, which contains four key objectives that are outlined below. The process includes ARDC reviewing information, recommending goals and objectives, and developing actions steps with the planning committee. The process also includes two public review meetings to encourage additional public engagement.

**Phase 2: Plan Development**

- A. *Background Development and Process* – Review available plans, information, and other materials and outline public planning process.
- B. *Issue Identification* – Identify and discuss current opportunities and issues with context provided by the Planning Committee to help interpret current state of community.
- C. *Inventory, Map Making, and Recommendation Development* – Inventory community facilities, create maps, and develop goal, objective, and action step recommendations to be reviewed by public and committee and included in final plan document.
- D. *Plan Publication and Implementation Checklist Development* – Draft final document and implementation checklist to be reviewed at public hearing prior to adoption of plan.

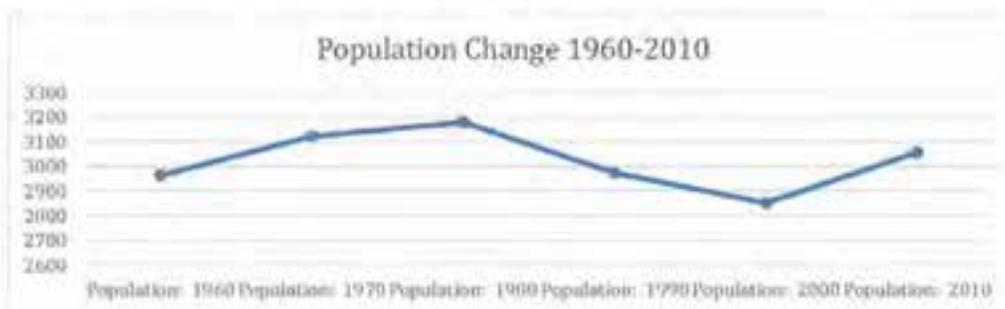
After discussion wrapped up, Hubley moved on to outline the project's scope of work and to establish a tentative timeline/schedule for the project. Additionally, he explained if the City was interested, Proctor had been selected as a pilot project to be included in an ongoing ARDC project focused on integrating healthy principles into comprehensive planning. The project offers additional resources

to the community through the planning process and works to address public health issues related to the built environment.

The project will include having a representative from the Community Health Board give a presentation on local health statistics and how land use policy can affect the numbers. He then asked Justin Otsea, Planner, to discuss the demographic information included in meeting attendees' packets.

**Demographic Information**

Otsea directed members through a seven page packet of updated demographic information gathered from the US Census Bureau and the American Community Survey to be included in the plan. Demographics can be defined as statistical data relating to the population and particular groups within it. Data was gathered related to population, housing, employment, income, and transportation. A sample graph is shown below. See the meeting packet for more detailed information.



**Issues and Opportunities Discussion**

After summarizing the demographic information, Otsea engaged the committee in a focused discussion related to issues and opportunities in the community. A hand out with some topics identified in the previous comprehensive plan and the Minnesota Design Team's weekend was provided to help outline topics. The discussion led to valuable input on a variety of topics ranging from community assets and threats, to goals and visions for the community's future. The following list highlights/summarizes discussion throughout the evening (in no particular order)

*MN Design Team SWOT Analysis*

➤ Identified Strengths

- Small town feeling with strong, family-oriented community
- Public Services (plowing, police, Fire, etc.)
- Good School System
- Public facilities (i.e. City Hall)
- Community Pride

➤ Identified Weaknesses

- City Streets
- Code/Law Enforcement
- Lack of Grocery Store, other businesses
- Lack of Downtown Community/Green Space - Gazebo could be focus of downtown space as centennial park originally was planned to be.

- Difficulty getting people downtown making parking easier to find.
  - ADA issues regarding accessing the train/museum, along with the rose garden, the historical society museum is not ADA compliant.
    - Need for upgraded sidewalk & curb corners.
  - Lack of senior housing, activities, and transportation options.
- **Identified Opportunities**
  - Westgate road/I-35 commercial development
  - Enhance aesthetics to make Main Street a destination
  - Connecting existing trails (OHV, Hiking, Biking, etc.)
  - Historical Society/Railroad Museum
  - Attracting Businesses
  - Creating an inviting spot accessible to downtown / commercial businesses in general
  - Developing Kingsbury creek was a proposed idea to develop as destination/ park. City Council is looking into moving the city garage.
- **Identified Threats**
  - Crime and Public Safety Concerns
  - Empty Commercial Properties
  - Blighted Properties
  - Relationship with Railroad Entity
  - Fences in front yards, abandoned cars, vegetation , storage buildings in odd places
  - Senior housing –Looking for a mix of housing to be incorporated, not just senior housing.

### *2010 Comprehensive Plan*

- **Transportation**
  - Prioritize sidewalk needs ADA and otherwise. - Sidewalk Inventory
  - Safe Routes to School – Upcoming planning process happening.
  - Enhancements to targeted transportation corridors.
  - Update way-finding and informational signage.
  - Desire for Bike lanes or other facilities.
  - Street Lighting issues throughout the community.
    - Lighting gaps up to senior facilities, school, etc.
    - Issue with a standard for lighting -looking for design to shield it.
- **Land Use**
  - Opportunity for Form-Based Code Kirkus St Corridor and Downtown District.
  - Mixed Use / Infill Development integrated into Zoning since last plan.
  - Beginning to prioritize Walking/Biking.
    - Hermantown / Proctor Munger Trail Connection
- **Housing**
  - Community Clean Up days Still not –Brush pickup is happening–
  - Funding for homeowner upgrade assistance: Existing – 3% housing rebate for upgrades over a certain amount, but usually focused on new homes.
  - Other existing local housing programs? Revolving Loans for upgrades
    - Proctor utilities has energy efficiency improvement rebates- MN Power

- Fluorescent lamps over the years, moving towards LED-Currently offer assistance for subsidizing switching over.

➤ **Economic Development**

- Expand Local Food Options-Loans for a few local businesses to expand.
- Determine compatible lands (uses/infrastructure) along Hwy 2
- Dumpsters seem prevalent, and hiding them could make impact in enhancing the aesthetics of the community- Unscreened port-o-potty may be an issue as well.
- Bringing signage/wayfinding at different (auto, bed, bike, etc.) scales can help define downtown and other areas better.

➤ **Infrastructure**

- Storm Water and Sewer Issues –Minimal storm water issues, but Sewer issues are large, two major reconstruction projects happening soon-Recently received food & beverage tax for infrastructure
- Maintenance of existing roads, trails, sidewalks-Currently 100% assessments-trying to find additional monies, and also looking at a different way of assessing.
- Discussion of doing a prioritization process

➤ **Natural & Cultural Resources**

- Desire for Farmer's market back into the city, used to have on Hwy 2- didn't seem to last, as the Supply was difficult to spread across Duluth/Hermantown/Proctor area.
- Community garden issue to incorporate on the survey.

➤ **Recreation**

- Need for Comprehensive review of existing parks center and uses.
- Indoor, Multi-Use athletic facility status-looking for regional partnership with Duluth/superior/Hermantown/proctor.
- Desire for small pocket parks
- 40 acre North Proctor Park area-Land recently received from the county for and can be recreation-integrated in the trail plan ,hoping to work on this year
- City resolution to get tennis courts that hasn't made any moves in a few years,

➤ **Intergovernmental Cooperation**

- Existing relationships with government agencies-Hermantown is strong, cooperative agreements for Police-planning process- building inspector
- Good working relationship with the School

**Next Steps/Conclusion**

ARDC will summarize the meeting and email the summary to the planning team, as well as post the information to the project's website. ARDC will also develop a draft survey and send it to the committee for review prior to the next scheduled meeting, set for **Wednesday, August 19<sup>th</sup>, at 6:00 p.m. in the PACC**. Comments on the survey (composition & distribution), goals statements, and other meeting materials are desired and appreciated.

Anyone not able to attend/are interested in contributing to the planning project is encouraged to contact Justin Otsea of ARDC at (218) 529-7529 or [jotsea@ardc.org](mailto:jotsea@ardc.org) for more information as well as an opportunity to provide public comment to the vision of the City.

**Proctor Comprehensive Plan Update  
Meeting #2 Summary  
August 19, 2015 @ 6:00 p.m. – Proctor Area Community Center (PACC)**

**Attendees**

Jim Schwarzbauer  
Tom Aldridge  
Nancy Aldridge  
Tim Peterson

Jan Rohweder  
Jan Rohweder  
Kathy Hannan  
Todd Peyton

Russell Habermann  
Andy Hubley  
Justin Otsea

**Summary**

The meeting began at 6:00 p.m. at the Proctor Area Community Center (PACC) with Justin Otsea, Planner with the Arrowhead Regional Development Commission – Regional Planning Division (ARDC), introducing himself, welcoming everyone in attendance, and asking attendees to introduce themselves. Otsea then noted that the meeting would include a discussion about the community survey and, if time was available, a review of comprehensive plan goal statements. After asking if anyone would like a review of what comprehensive planning entails and acknowledging a lack of need for review, he passed out materials for discussion about the survey.

**Survey Discussion**

Sent to committee members for review prior to the meeting, the drafted community survey was composed of 20 questions categorized based on each question's corresponding comprehensive planning chapter. Otsea first asked the committee for comments on the survey overall. After collecting general feedback, Otsea led the committee through each question of the survey and encouraged members to ask questions or give feedback for further survey development.

When the review was complete, Otsea announced that the survey would be administered for a two-week period after requested alterations were made. It would be available to the community online and also on paper copies available to Proctor residents at City Hall offices. Communication to community members about the survey would include online postings by the City and flyers included in an upcoming city-wide utilities mailing. If everything goes as planned, the final survey results will be ready in mid-October.

**Community Issues/Opportunities Review and Goals Identification Exercise**

Due to time constraints, Otsea announced that the review of goals and exploration of community issues/opportunities would be postponed to the next meeting.

**Next Steps**

ARDC will develop a meeting summary and email a copy to attendees as well as post the information on the project's webpage ([www.arrowheadplanning.org/proctorcomplan](http://www.arrowheadplanning.org/proctorcomplan)). ARDC will also further develop the community survey and develop communications language about the survey for online media and the utilities mailing. This media will also be shared on the project webpage. The next meeting will take place on September 30, 2015, at 6:00 p.m. at the PACC.

Anyone interested in participating in the planning process is encouraged to contact Justin Otsea of ARDC by phone at 218-529-7529 or by email at [jotsea@ardc.org](mailto:jotsea@ardc.org).

**Proctor Comprehensive Plan Update  
Meeting #3 Summary  
September 30, 2015 @ 6:00 p.m. – Proctor Area Community Center (PACC)**

**Attendees**

Jim Schwarzbauer	Tim Peterson	Andy HUBLEY
Kathy Hannan	Jennifer McDonald	Robert Hetling
Steve Anderson	Tom Aldridge	Russell Habermann
Jim Rohweder	Nancy Aldridge	Annie Harala
Jan Rohweder	Justin Otsea	Joshua Gorham

**Summary**

The meeting began at 6:00 p.m. at the Proctor Area Community Center (PACC) with Justin Otsea, Planner with the Arrowhead Regional Development Commission – Regional Planning Division (ARDC), introducing himself, welcoming everyone in attendance, and asking attendees to introduce themselves. Next, he noted that the meeting would include a presentation about health equity from the Community Health Board (CHB) as well as a review of draft comprehensive plan goals. After asking if anyone would like a review of what comprehensive planning entails and acknowledging a lack of need for review, he turned the meeting over to representatives from the CHB.

**CHB Presentation on Health Equity**

Annie Harala from Healthy Northland and Josh Gorham from St. Louis County Public Health started their presentation by speaking about the importance of health on the community level. After addressing the topic generally, Harala asked the committee what social determinants hinder or enhance health in the City of Proctor. After breaking into small groups, committee members identified the following determinants:

*Hinder*

- Lack of active transportation infrastructure (i.e. lack of walking/biking trails)
- Poor infrastructure conditions (i.e. run-down sidewalks and park facilities)
- Lack of community walkability due to major roadways and other obstacles
- Physical infrastructure causing blight/replacing potential recreation areas (i.e. garages and sheds built in front yards)
- Unkept features on private property, which may detract from community aesthetics

*Enhance*

- Access to preventative health services (i.e. doctors, dentists, etc.)
- Access to active transportation infrastructure and recreation areas (i.e. sidewalks, fitness centers, etc.)
- Presence of nature, such as trees and gardens
- Access to quality education
- Establishment of a shared use agreement between school and community

Gorham went on to explain the importance of combining health and community planning. Harala then highlighted the difference between equality and equity. She explained that equality gives everyone the same resources regardless of individual need and that equity distributes resources based on individuals' needs to deliver the same outcome for everyone. In conclusion, they noted that health equity lessons can be applied directly to planning for the future of Proctor. This can help

direct the City toward building a community where each citizen can have access to an active lifestyle, healthy food options, and other health-related factors no matter their socioeconomic status.

#### **Community Issues/Opportunities Review and Goals Identification Exercise**

Otsea provided instruction on the goals identification exercise, which entailed the committee reviewing previously established community issues and opportunities as well as editing drafted comprehensive plan goal statements. For discussion, the committee was provided an information sheet on Hemantown Marketplace, a mixed-use development that represents one option for development along Kirkus Street. Broken down by comprehensive plan chapters, new ideas shared in the results of the exercise are as follows:

#### *Housing*

- A number of activities, such as brush pick-ups, a 3% rebate and revolving loans for housing upgrades, and assistance for moving from fluorescent to LED street lights, are ongoing.
- Blighted houses are a concern for the community. Ongoing tax incentives for property upkeep are available and could be advertised; outside opportunities from Essential Health and One Roof Housing could be explored; and upkeep of property could become a legal part of housing descriptions.
- Developing a rental ordinance to address rental properties and landlords is desirable. This ordinance would ensure safety at rental properties in Proctor.
- Mixed housing development is an attractive option for the future.
- A stronger sense of “neighborhood” is a desire for the community.
- Any creation of housing would best be part of a set effort on behalf of the City.

#### *Land Use*

- Mixed use development could be one option for Kirkus Street, and Hemantown Marketplace serves as an example of a possible model. It was expressed that current zoning along the street may not cover everything area development needs and that the street may need its own zoning, much like the downtown business district. However, these alternatives have been considered in the past and passed up for current zoning.
- An anchor commercial property would be helpful for Kirkus Street development.
- Form-based code and design standard issues have been a problem in the past (i.e. chalet designs at Spirit Mountain).
- The community desires establishment of uniform community signage as well as design standards for business storefronts. However, there is concern that design standards would be a turn-off for businesses, although a sense of continuity is desirable.

#### *Transportation*

- Easy access to parking is a desirable trait.
- The Duluth Transit Authority’s Grocery Express bus is something to explore as a link to healthy food options.
- A Safe Routes to School plan will help community walkability and access to important community assets in the future.
- Transportation signage is lacking at places in the community and could be improved.
- The condition of infrastructure, and especially of sidewalks, could see great improvement.
- Potential of the Munger Trail Spur utilizing the Highway 2/2<sup>nd</sup> Street intersection causes concern.

#### *Economic Development*

- The City is looking to develop a business improvement district and is currently considering what the boundaries for this district would be.
- I-35 Corridor development is of strong interest to the City.
- Easy access to parking is a desirable trait from the economic development perspective as well.

#### *Utilities and Community Facilities/Infrastructure*

- Sewer issues will soon be addressed with two major reconstruction projects.
- Prioritizing utilities and infrastructure within the City's capital improvement plan is desirable and offers a good opportunity for facility improvements.
- The City is working on a new assessment policy to enable efficiency of project completion.
- More sustainable options for infrastructure are available. Rain gardens, native grasses, and bioswales offer an alternative to traditional stormwater management, for example; they also help with preserving local water resources.
- The City and community are interested in relocating the street facilities structure away from Kingsbury Creek.

#### *Tourism and Natural Resources*

- Bringing a farmer's market to the community is desirable, but many established farmer's markets in the area may make it difficult to start one at this time.
- Community gardens could offer an opportunity in Proctor.

#### *Recreational, Open Space, and Cultural Arts*

- The City is looking for regional partnerships to develop an indoor, multi-use athletic facility. The Huddle Up Group offers an opportunity to complete a feasibility study on an indoor, multi-use facility.
- Land recently received from the county for the 40-acre North Proctor Park will be integrated into a parks and trails plan, which will hopefully be developed within the year.
- The community has interest in fashioning Kingsbury Creek into a designated park and trail area. In addition, making the Egerdahl Field area into a recreation corridor is of interest.
- Natural play areas offer an option for developing recreation in the City.
- Lincoln Park in Duluth is an example of how pocket gardens could be integrated in Proctor.
- The Proctor Hennantown Munger Trail Spur should be considered a future added asset to recreation options in the area.

#### *Intergovernmental Cooperation*

- Hennantown serves as a strong intergovernmental partner, as Proctor and Hennantown share multiple entities and personnel.
- Community partnerships with Healthy Noethland and public health entities offer a strong connection for promoting health in the community.

#### *Implementation*

- ARDC's Community Planning Toolkit serves as a useful resource.

**Question and Answer: Community Survey**

The committee asked for an update about the community survey. After low response rates, the community survey and its collection window will be extended to November 1, 2015. The City will add links to the online survey on their website and Facebook to communicate about the opportunity for the community to provide input.

**Next Steps**

ARDC will develop a meeting summary and email a copy to attendees as well as post the information on the project's webpage. ARDC will also develop community flyers and distribute them to local businesses to publicize the community survey. In addition, ARDC will research the Duluth Transit Authority's Grocery Express bus and the Proctor Herrmantown Munger Trail Spur and distribute information to the committee. The next meeting will take place on November 19, 2015, at 6:00 p.m. at the PACC.

Anyone interested in participating in the planning process is encouraged to contact Justin Otsea of ARDC by phone at 218-529-7529 or by email at [jotsea@ardc.org](mailto:jotsea@ardc.org).

**Proctor Comprehensive Plan Update  
Meeting #4 Summary  
November 19, 2015 @ 6:00 p.m. – Proctor Area Community Center (PACC)**

**Attendees**

Tim Peterson  
Tom Aldridge  
Kathy Hannan  
Jim Rohweder  
Jan Rohweder  
Steve Anderson

Jan Schwarzbauer  
Walter Wobig  
Brian Walker  
Ron Peterson  
Paula Peterson  
Jake Benson

Chris Bekken  
Robert Herling  
Russell Habermann  
Justin Otsea

**Summary**

The meeting began at 6:00 p.m. at the Proctor Area Community Center (PACC) with Justin Otsea, Planner with the Arrowhead Regional Development Commission – Regional Planning Division (ARDC), introducing himself, welcoming everyone in attendance, and asking attendees to introduce themselves. Otsea then noted that the meeting would include a summary of community survey results and a review of comprehensive plan vision and recommendation language. After asking if anyone would like a review of what comprehensive planning entails and acknowledging a lack of need for review, Otsea turned the meeting over to Russell Habermann, Associate Planner at ARDC.

**Survey Review**

Habermann passed out packets with the full results of the survey and asked committee members to refer to the results summary in their meeting packets. He outlined a summary of the survey findings based on comprehensive plan chapters and encouraged the committee to take into consideration the results as the members prepare to outline the comprehensive plan's action steps. A question was asked of whether the survey's generally low response rate made the results invalid, and Habermann said that the results include quality feedback and provide good supplemental material to community feedback collected during the Minnesota Design Team visit in April 2015. Tim Peterson, City of Proctor, also noted that the results aligned with and supported findings from previous surveys and community engagement efforts. Both results documents are available on the project webpage.

**Comprehensive Plan Vision and Recommendation Review**

Otsea opened discussion on a review of the comprehensive plan vision and recommendation language by introducing a vision statement created by Proctor's 2008 comprehensive planning committee. After the committee agreed to maintain the vision statement set forth in 2008, Otsea brought the committee through the recommendations and action statements in the *Housing, Land Use, Transportation, and Utilities and Community Infrastructure* chapters. Robert Herling, Senior Planner with the Duluth-Superior Metropolitan Interstate Council, also introduced a transportation study report for the City of Proctor that is currently in development. The document will be available in draft form for the committee to review at Proctor City Hall.

**Next Steps**

ARDC will develop a meeting summary and email a copy to attendees as well as post the information on the project's webpage ([www.arrowheadplanning.org/proctorcompplan](http://www.arrowheadplanning.org/proctorcompplan)). ARDC will also provide email addresses of meeting attendees to the City of Proctor for correspondence purposes. The next meeting to edit the remaining comprehensive plan recommendations and action statements will take place on December 17, 2015, at 6:00 p.m. at the PACC.

Anyone interested in participating in the planning process is encouraged to contact Justin Otsea of ARDC by phone at 218-529-7529 or by email at [jotsea@ardc.org](mailto:jotsea@ardc.org).

[www.arrowheadplanning.org/ProctorCompPlan](http://www.arrowheadplanning.org/ProctorCompPlan)

Proctor Comprehensive Plan Update- 1

**Proctor Comprehensive Plan Update  
Meeting #5 Summary  
December 17, 2015 @ 6:00 p.m. – Proctor Area Community Center (PACC)**

**Attendees**

Kathy Hannan  
Jan Rohweder  
Jim Rohweder  
Tom Aldridge  
Walter Wobag

Nancy Aldridge  
Tim Peterson  
Steve Anderson  
Jim Schwarzbauer  
Jake Benson

Chris Belden  
Russell Habermann  
Justin Otsea

**Summary**

The meeting began at 6:00 p.m. at the Proctor Area Community Center (PACC) with Justin Otsea, Planner with the Arrowhead Regional Development Commission – Regional Planning Division (ARDC), introducing himself and welcoming everyone in attendance. Otsea then noted that the meeting would pick-up from the November 19 meeting with a continued review of comprehensive plan recommendation language.

**Comprehensive Plan Recommendation Review**

Otsea started the discussion by bringing committee members through drafted *Economic Development* goals. Through the review, committee members brought attention to revisions and current community conditions that should be addressed within the chapter. The conditions included in this discussion pertained to telecommunications and internet technologies, the City's social media presence, Interstate 35 corridor development, parking, and future Willard Munger State Trail connections.

Otsea then brought the committee through the recommendations and action statements in the *Timber, Tourism, and Natural Resources* chapter. Resulting discussion considered “gateways” into the city, development of and access to community gardens, the City's beautification committee, the planned Munger Trail spur, the potential for snowmobile trails, community playgrounds, a desire for a regional multi-use arena, the creation of a community multi-use arena, and development of the South St. Louis County Fairgrounds.

In reviewing the *Intergovernmental Cooperation* recommendations and actions, Otsea facilitated discussion about bolstering community partnerships with area schools and colleges; the committee also brought to attention questions about how and where to include annexation language into the comprehensive plan. Otsea then finished off the discussion with a brief review of the *Implementation* chapter and ARDC's resources in aiding Proctor's future efforts.

**Next Steps**

ARDC will develop a meeting summary and email a copy to attendees as well as post the information on the project's webpage ([www.arrowheadplanning.org/proctorcompplan](http://www.arrowheadplanning.org/proctorcompplan)). ARDC will also explore annexation-related recommendation and action statements for the comprehensive plan. In preparation of the next meeting, ARDC will revise the comprehensive planning language and compile a comprehensive plan draft document for further review. The next meeting will take place on February 11, 2016, at 6:00 p.m. at the PACC.

Anyone interested in participating in the planning process is encouraged to contact Justin Otsea of ARDC by phone at 218-529-7529 or by email at [jotsea@ardc.org](mailto:jotsea@ardc.org).

**Proctor Comprehensive Plan Update  
Draft Plan Review Meeting Summary  
February 11, 2016 @ 6:00 p.m. – Proctor Area Community Center (PACC)**

**Attendees**

Kathy Haman	Jake Benson	Chris Belden
Nancy Aldridge	Tim Peterson	Robert Herling
Tom Aldridge	Steve Anderson	Russell Habermann
Walter Wobig	Jim Schwarzbauer	Justin Otsea

**Summary**

The meeting began at 6:00 p.m. at the Proctor Area Community Center (PACC) with Justin Otsea, Planner with the Arrowhead Regional Development Commission – Regional Planning Division (ARDC), introducing himself, welcoming everyone in attendance, and asking attendees to introduce themselves. Next, he noted that the meeting would include a review of the draft comprehensive plan, specifically via an updated recommendations handout and draft implementation checklist.

**Review of Updated Draft Plan Contents**

Otsea began by directing meeting attendees to a recommendations handout, which highlights revisions made from previous recommendations language. Using the handout in conjunction with available copies of the full draft comprehensive plan, Otsea guided the planning committee through recommendations that were revised or added since the last review. For each chapter of the comprehensive plan, committee members also voiced the desire to see alterations be made in each chapter's introductory narrative. Following review of recommendations, the committee reviewed the plan's Introduction and Appendices sections as well.

Once through analysis of the recommendations handout and plan, the committee reviewed the draft implementation checklist. Otsea noted that the "Timeline" column of the checklist may be altered to reflect specific dates, which the committee noted was done in the past and would be a good idea. The committee also noted the need for a column listing responsible agencies for each objective and action step. Otsea said that ARDC would work with the City to add both of these columns.

**Next Steps**

ARDC will develop a meeting summary and email a copy to attendees as well as post the information on the project's webpage. ARDC will also edit the comprehensive plan based on the committee's feedback, working with the City to further develop the implementation checklist. After revisions are made, ARDC will coordinate with the planning committee via a Doodle poll to set a date for presentation of the plan at a public review session, likely in late March.

Anyone interested in participating in the planning process is encouraged to contact Justin Otsea of ARDC by phone at 218-529-7529 or by email at [jotsea@ardc.org](mailto:jotsea@ardc.org).

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# COMPREHENSIVE PLAN 2016

## CITY OF PROCTOR, MINNESOTA

Prepared for the **City of Proctor**

Prepared by the **Arrowhead Regional Development Commission**

With Assistance from the **Duluth-Superior Metropolitan Interstate Council**

ADOPTED MONTH 2016

### ARDC's Mission

*"To serve the people of the Arrowhead Region by providing local units of government and citizens groups a means to work cooperatively in identifying needs, solving problems, and fostering local leadership."*

If you have questions regarding ARDC or the City of Proctor Comprehensive Plan, please contact:

### Regional Planning Division

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